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Letter dated 4 May 2010 from the Permanent Representative of the United States of America to the United Nations addressed to the President of the Economic and Social Council

It is my honour to transmit herewith the national report of the United States of America, entitled "Implementing the internationally agreed goals and commitments in regard to gender equality and empowerment of women", for the annual ministerial review to be held during the high-level segment of the substantive session of 2010 of the Economic and Social Council (see annex).

I would be grateful if you would distribute the present letter and its annex as a document of the Council, under item 2 (c) of the provisional agenda.

(*Signed*) Susan E. **Rice**
Ambassador
Permanent Representative

* E/2010/100.

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Annex to the letter dated 4 May 2010 from the Permanent Representative of the United States of America to the United Nations addressed to the President of the Economic and Social Council

Voluntary national presentation of the United States of America: implementing the internationally agreed goals and commitments in regard to gender equality and the empowerment of women

> Gender-inclusive development is the right way to do business — for donor countries, developing countries, non-governmental organizations and the private sector

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Summary

The United States of America is committed to and has a long-standing history of working towards achieving gender equality and empowering women and girls through its humanitarian, development and diplomacy work. The policies and programmes of the United States Government promote the advancement of women and girls in developing and transitional countries, not only because it is a moral imperative, but also because promoting women's rights and empowerment are critical components of effective development globally. The United States Government also recognizes that gender equality and women's empowerment are necessary for the achievement of all of the Millennium Development Goals. As a result, the United States Government integrates gender concerns in economic growth, agriculture, democracy and governance, education, global health and humanitarian assistance programmes. In addition, the United States implements programmes on gender-based violence, women's legal rights, exploitive child labour and combating trafficking in persons. The United States Government seeks to engage men and boys as active agents of change to reduce gender inequalities and to change attitudes and behaviours.

The Obama Administration is strongly committed to further elevating the issue of gender equality and women's empowerment, and gender is reflected in the new Presidential initiatives on food security and on global health, discussed in the present report. The Administration has created a White House Council on Women and Girls, appointed an Adviser on Violence against Women and an Ambassador-at-Large for Global Women's Issues at the State Department.

The United States Agency for International Development (USAID), the principal international development agency of the United States Government, and the Millennium Challenge Corporation (MCC), a recently created innovative United States foreign aid agency, are the two government entities which focus solely on providing foreign assistance to developing countries. Other United States agencies which also engage in international work include: Departments of Agriculture, Defense, Education, Health and Human Services, Justice, Labor, State and Treasury; Office of the United States Trade Representative; Overseas Private Investment Corporation; Peace Corps; and United States Trade and Development Agency.

A. Introduction: framing gender within development and diplomacy

1. Gender Equality is central to the ongoing work of the United States to elevate development as a key pillar of the United States Government's foreign policy. Secretary of State Hillary Clinton underscored this principle on 12 March 2010 during the session of the Commission on the Status of Women, noting that women were, by and large, the people who grew and prepared the world's food, collected the water, gathered the firewood, washed the clothes and, increasingly, worked in the factories, ran the shops, launched the businesses and created jobs. Further, women were powerful forces for any country's economic growth and social progress, so development strategies must reflect their roles and the benefits that they bring.

2. Development dollars spent on girls and women is money spent wisely. Empirical studies show that women pay in advance for their training by teaching

others; they act as multipliers by reinvesting in their communities. Women reinvest an average of 90 per cent of their income in their families, compared to a 30 to 40 per cent reinvestment rate for men.[1]

3. A gender-inclusive approach to development is one that recognizes that women's issues affect everyone. The condition of women in their societies is directly linked to a nation's level of development and security. It recognizes that no country can get ahead if one half of its population is left behind, and that addressing the needs of women and girls improves the lives of everyone — men and women, boys and girls — in every country around the world. For the United States, *gender-inclusive development is the right way to do business — for donor countries, developing countries, non-governmental organizations and the private sector.*

4. At the same time, the United States recognizes that the path towards the empowerment of women and girls also requires moving beyond projects that focus solely on them by ensuring that gender analyses inform consultations, design, implementation and monitoring of all development investments. It is important to expand our focus beyond the traditional sectors (education and health) in which there have been significant advances for women and girls, and beyond the traditional issues (gender-based violence and human trafficking) which are often the symptoms, not the causes, of foundational inequalities. This requires that we also address the legal, policy and cultural constraints that create barriers to full participation, and that we ensure that all sectors which have an impact upon economic development (infrastructure, transport, agricultural value chains) fully incorporate women's practical needs and strategic interests.

5. We also recognize that men and boys, too, can be negatively impacted by gender norms and cultural expectations, and that a gender-inclusive approach is the most sustainable.

B. United States contribution to the achievement of the Millennium Development Goals in developing countries

Millennium Development Goals in United States Development Policy

6. The United States strongly supports partnerships with developing countries, other donors, international organizations, non-governmental organizations and the private sector in the pursuit of all of the Millennium Development Goals, including those on gender equality. In January 2009, Secretary Clinton declared that the foreign policy objectives of the Obama Administration in Africa were rooted in security, political, economic and humanitarian interests, and included working aggressively to reach the Millennium Development Goals in health, education and economic opportunity. President Barack Obama expanded on this point in his address to the General Assembly in September 2009, stating that the United States had fully embraced the Millennium Development Goals. United States programmes abroad in economic growth, trade capacity-building, agriculture and food security, education, health, climate and environment and gender equality, as well as the United States relief and emergency assistance efforts in States affected by conflict and disaster, such as Haiti, contribute both directly and indirectly to achieving all of

[1] Phil Borges, *Women Empowered: Inspiring Change in the Emerging World* (New York, Rizzoli International Publications, 2007), p.13.

the Millennium Development Goals. The efforts of the United States Government efforts to promote democracy and good governance (including economic governance), protect worker rights, and eliminate exploitive child and forced labour and human trafficking help to create the environments necessary to achieve the Goals.

7. The United States considers that the Millennium Development Goals have played a catalytic role in guiding and uniting donors and partners towards realizing the crucial goals of reducing poverty and hunger, improving health and education outcomes, combating major diseases, and promoting sustainable development. The United States celebrates the progress that developing countries have made and seeks innovative approaches to promote and sustain development efforts. United States assistance emphasizes making Millennium Development Goal gains sustainable by promoting inclusive economic growth, job creation, capacity-building, and institutional development in the developing countries in which United States Government agencies work. The United States also seeks to advance the achievement of the Millennium Development Goals through innovation, for example, the development and application of new and existing technologies which address human development needs. A key priority is working with host country Governments and partners to develop strategies which truly empower women and strive for broad-based economic growth that engages trade and investment policies alongside development spending.

8. Development assistance cannot achieve its goals without a strong commitment by host country Governments and an enabling environment for economic growth and prosperity. The United States Government is increasingly targeting its official development assistance (ODA) to supporting national development plans and capacity-building such that development goals are sustainable. United States ODA in 2009 was at the highest level for any country in history, totalling $28.7 billion in 2009 — a $1.8 billion, or 7 per cent, increase from the previous year. We continue to look for ways to make development assistance more effective and development gains more sustainable. We are committed to moving forward towards achievement of the Millennium Development Goals in the spirit of mutual responsibility and accountability.

Integrating gender into new Presidential initiatives

9. The United States Government believes in a holistic approach to the Millennium Development Goals that encompasses gender-inclusive development and puts women at the front and centre in development work.[2] The best way we can achieve the goal of gender equality and women's empowerment (often referred to as Millennium Development Goal 3) is by including women in all aspects of our development initiatives and by ensuring that gender differences and inequalities that limit the participation of, and benefits to, women and girls are addressed broadly in development work. The United States Government understands that in order to measure how well it is addressing women's health, economic opportunities, access to education and food security, including access to the benefits of large infrastructural development, it is important to disaggregate and analyse performance data from foreign assistance programmes to ensure that projects serve the needs and

[2] "Development in the twenty-first century", remarks made by United States Secretary of State Hillary Rodham Clinton, at the Center for Global Development, Washington, D.C., 6 January 2010.

interests of both women and men. In addition to being beneficiaries of development and diplomacy, it is important to remember that women are active agents of change. Women need to be at the decision table throughout the development planning and implementation process. Gender-inclusive programmes should integrate gender analyses in all aspects, from policy to implementation and evaluation, to ensure that women are central to the development process. In a variety of ways in its partner countries, including funding scholarships and training, the United States is preparing more women to benefit from and take leadership roles in development efforts at the local, regional and national levels.

10. New Presidential initiatives with a cross-cutting theme of gender integration have been created in two key priority areas for the United States: food security and health. In April 2009, President Obama underscored the commitment of the United States to assist the world's poorest by pledging to double funding for agricultural development to more than $1 billion (an amount that has since been raised to $3.5 billion). Subsequently, the United States proposed the Global Hunger and Food Security Initiative. In May 2009, the President also announced the six-year, $63 billion comprehensive Global Health Initiative. These initiatives in critical Millennium Development Goals sectors, described in more detail below, demonstrate strong United States commitment to and support for gender-inclusive development to achieve the Goals.

11. President Obama's Global Health Initiative promotes a new business model to achieve significant health improvements and to create an effective, efficient and country-led platform for essential health care and public health programmes. The Initiative will improve the health of women and girls by increasing support for global health programmes that focus on the health of women and children. This includes supporting antenatal care, immunization, nutrition, water and sanitation, infectious disease control and family planning, among other health interventions. Maternal health programmes will contribute to saving hundreds of thousands of women's lives by reducing maternal mortality across assisted countries. By addressing an unmet need for contraception, family planning and reproductive health programmes will prevent 54 million unintended pregnancies; seek to achieve a modern contraceptive prevalence rate of 35 per cent, reflecting an average 2 percentage point increase annually; and reduce the number of first births by women under 18 years of age by 20 per cent.

12. The United States Government considers it essential that all health interventions within the Global Health Initiative, including the President's Emergency Plan for AIDS Relief (PEPFAR), ensure that services for women are linked to their primary health-care needs. Gender issues are incorporated into all aspects of PEPFAR prevention, care and treatment programmes, with a commitment to five strategies: increasing gender equity in HIV/AIDS-related activities and services; addressing male norms and behaviours that may worsen the epidemic; reducing violence and coercion against women; increasing women's access to income and productive resources; and strengthening women's legal rights and protection. According to the World Health Organization, AIDS is the leading cause of death among women aged 15 to 44 worldwide, and nearly 60 per cent of persons living with HIV in sub-Saharan Africa are women.

13. The Global Health Initiative will support long-term, systemic changes to remove barriers and increase access to quality health services including, for

example, by improving monitoring and evaluation of the health of women, adolescents and young girls; supporting integrated health services, where appropriate; encouraging men and boys to be proactive in addressing gender equity; improving training of health providers on gender issues; and engaging civil society in partner countries to address gender equity in health care.[3] The Initiative will also support long-term, systemic changes to remove economic, cultural, social and legal barriers to access to care, and expand opportunities to increase the participation of women in decision-making and quality control in the health sector.

14. The new Presidential Initiative on Global Hunger and Food Security, known as "Feed the Future" (FTF), includes the economic empowerment of women.[4] The Initiative acknowledges that reducing gender inequality is an important contributor to eradicating global hunger and recognizes the fundamental role that women play in achieving food security. The United States Government is committed to giving special attention to gender constraints and opportunities in all FTF investments and partnerships, including those with partner countries to strengthen their capacity to address issues regarding women's access to and control over agricultural assets and how that impacts upon the agricultural value chain. This includes input into agricultural research; equal access to inputs and technology as agricultural producers; gender-appropriate extension packages and delivery; improved access to land and other productive natural assets; reduced gender barriers to financial services; and increased knowledge for men and women enabling them to participate in and obtain appropriate returns from the agricultural system. The capacity to analyse and understand the legal system, including laws, regulations and how they are implemented and enforced, especially in relation to land rights, is often important for ensuring that women and men have equal access.

15. To increase the ability of women to contribute significantly to improved food security, FTF will strive to: (a) ensure that women producers have equal access to assets, inputs and technology; (b) develop agricultural interventions and practices that target both men and women; (c) prioritize labour-saving technologies that benefit women and girls in the home and allow girls to stay in school, and that benefit women in the agricultural arena as producers, processors and marketers of agricultural goods; (d) expand the involvement and participation of women in decision-making at all levels and in all institutions so that they may help lead the formulation of policy, investments, programme design and implementation; (e) improve access to financial services for women in farming and agribusiness; and (f) help women move beyond production by opening up opportunities to engage in the investment-oriented and transformational sides of value chain production.

> *Food security*. The United States global food security programme is a $3.5 billion commitment to strengthen the world's food supply so that farmers can earn enough to support their families and food can be available more broadly. Women are integral to this mission. Most of the world's food is grown, harvested, stored and prepared by women, often in extremely difficult conditions. Giving these women the tools and the

[3] *Implementation of the Global Health Initiative: Consultation Document*, p. 6.

[4] *Global Hunger and Food Security Initiative: Consultation Document*.

training to grow more food and the opportunity to get that food to a market where it can be sold will have a transformative impact on their lives and it will grow the economies of so many countries.[a]

[a] United States Secretary of State Hillary Rodham Clinton, statement to the Commission on the Status of Women, New York, 12 March 2010.

C. Gender in development and diplomacy

16. In order to make progress towards achieving the Millennium Development Goal on gender equality, specific efforts will need to be accelerated. Experts (including the Secretary-General) have concluded these efforts must embrace simultaneously the following concepts and sectors: gender-based violence, economic empowerment, legal empowerment, health and education. The efforts of the United States Government in these sectors are discussed below.

Gender-based violence

17. Gender-based violence is a global pandemic which cuts across ethnicity, race, class, religion, educational level and international borders. It affects girls and women at every point in their lives and ranges from sex-selective abortion and infanticide, inadequate health care and nutrition given to girls, female genital mutilation, child marriage, rape as a weapon of war, trafficking for purposes of commercial sexual exploitation and labour exploitation, domestic violence, so-called "honour" killings, dowry-related murder, to the neglect and ostracism of widows.

18. One in three women worldwide will experience gender-based violence in her lifetime; in some countries, this is true for 70 per cent of women. A 2006 United Nations report found that at least 102 of 192 Member States had no specific laws on domestic violence; others that have laws too often fail to fully implement or enforce them. The United States Government recognizes that there are millions of girls — some estimate as many as 100 million — who are absent from the world's population because of sex-selective abortion, infanticide or because they are denied the nutrition and health care they need to survive past the age of 5. Around the world, women and girls are disproportionately affected by HIV/AIDS, with rape and the fear of relationship violence adding fuel to women's rising infection rate.

19. The United States Government is committed to combating the scourge of violence against women in all its forms and is working with partners to combat gender-based violence by creating economic opportunities for women, advancing educational opportunities and increasing public awareness, among both men and women, of the obstacles that still stand in the way of progress. The United States Government supports efforts to increase legal and judicial protections and the capacity of the health sector to respond to sexual and gender-based violence. In conflict and displacement contexts, the United States Government supports targeted humanitarian assistance to prevent and respond to gender-based violence that occurs during and after conflict and crisis. The United States Government is also strengthening the fight to curb human trafficking and publishes an annual report on human trafficking, and the efforts made by countries to address it, in an effort to

raise awareness and build support to combat this scourge which predominantly affects women and girls. Women need to be active agents of change against gender-based violence and should be at the negotiating table as peacekeepers and peace negotiators, including in conflict resolution and reconstruction efforts.

Case study. The USAID-funded Health Policy Initiative provided technical assistance to the Avances de Paz (Advances of Peace) project in the municipalities of Quillacas, Machareti, Oruro and El Alto in Bolivia. The project built a bottom-up, empowered community movement to integrate local-level family planning and reproductive health policy with efforts to prevent gender-based violence. The four municipalities designed and funded local government plans to organize or strengthen networks against gender-based violence, improve health and legal services available to people affected by gender-based violence and conduct additional awareness-raising activities about other forms of gender-related discrimination and oppression. There were approximately 1,000 participants in the process, 40 per cent of whom were young people. Through the efforts and support of leaders in project municipalities, the project also succeeded in getting the process adopted and implemented in other municipalities.

Case study. The USAID Women's Legal Rights Initiative (2002-2008) worked in close cooperation with government ministries, civil society organizations and non-governmental organizations to advance women's legal, civil, property and human rights by improving legislation to protect women's legal rights, enhancing the capacity of the justice sector to interpret and enforce women's legal rights, strengthening the capacity of civil society organizations to advocate for legal protection for women, and increasing public awareness of women's legal rights. Focus countries were Albania, Benin, Guatemala, Lesotho, Madagascar, Mozambique, Namibia, Rwanda, South Africa and Swaziland.

Significant accomplishments included: support for drafting and the passage of sexual harassment legislation in Benin, and development of anti-trafficking in persons legislation in Mozambique; development of a master's degree programme on gender and the law in Guatemala; public defender and magistrate training in Guatemala; an awareness-raising campaign on the Family Code in Benin; drafting and adoption of a new law on domestic violence in Albania; and incorporating a curriculum on gender-based violence into the training received by Albanian judges and prosecutors, developing a judicial bench book providing guidance to judges and court personnel on dealing with gender-based violence, and improving public awareness and support for women's rights via a country-wide campaign.

Economic empowerment

20. Empowering women economically can lift entire families and communities out of poverty. Women in poor countries are more likely than men to spend their income on food, education and health care for their children; thus, investing in women creates powerful, positive and measurable benefits to society. The United States supports projects and programmes that expand women's economic opportunities and promotes the full participation of women in economic development and a greater understanding of the gender-based constraints to women's participation in economic activities. To date, some key programmes to promote women's economic growth can be categorized into four main areas: small and medium enterprise development, financial inclusion and microfinance, workforce development, and economic policy and governance.

21. *Small and medium-sized enterprise development*. Many microenterprises, particularly those owned by women, face financial barriers when they want to grow. The United States Government understands these barriers, and one way it provides assistance is through the Development Credit Authority (DCA) to encourage lending to creditworthy but underserved sectors. Credit guarantees are a powerful tool for achieving development objectives because they mobilize local capital, mitigate risk and can induce competition as banks realize that these customers can be creditworthy. Since the inception of DCA in 1999, USAID has mobilized $1.8 billion in private sector credit through 239 guarantees, 32 per cent of which are targeted at small and medium-sized enterprises. There are new DCA loan guarantees in Ethiopia and Kenya which focus on assisting women-owned small and medium-sized enterprises.

> *Case study*. A lack of collateral is a symptom that affects most small and medium-sized enterprises, but it is even more profound for women because of cultural and social norms that discourage them from owning property. This is one of the most significant factors driving the inability of women-owned small and medium-sized enterprises from accessing commercial bank finance. In order to address this situation and make commercial bank financing more readily available for women entrepreneurs, USAID Ethiopia obligated a $4.28 million loan portfolio guarantee, in partnership with the Bank of Abyssinia. This reduces collateral requirements and promotes lending exclusively to women-owned small and medium-sized enterprises. This guarantee will assist the legally registered private small and medium-sized enterprises engaged in manufacturing, service, trade and agricultural activities, which are majority-owned and managed by women. USAID Ethiopia will couple the DCA guarantee with technical assistance to help women beneficiaries to better take advantage of the guarantee. Planned assistance includes training to improve management and strategic planning skills; business counselling services, including feasibility studies and market analysis; and facilitation of market linkages to international markets. USAID Ethiopia hopes to use this guarantee to raise awareness of the role of women in the economy. By guaranteeing loans, USAID Ethiopia can demonstrate to the banking community over time that women-owned small and medium-sized enterprises are a viable and profitable sector.

22. *Financial inclusion and microfinance.* Financially inclusive economies are those in which all people have access to a broad range of financial services and products, delivered in a convenient and affordable manner. Support for microfinance and enterprise development has been a cornerstone of United States foreign assistance for more than 25 years. As the largest bilateral donor in microenterprise, USAID annually provides over $200 million for programmes that create large-scale, effective and sustainable microenterprise services for the poor with the aim of reducing poverty and promoting economic growth. Each year, USAID supports microenterprise development programmes in over 70 countries worldwide, through hundreds of implementing partners, to make markets work for more than 6 million households and microentrepreneurs, nearly two thirds of them women. For example, in Afghanistan, USAID is providing women with the tools they need to begin a microbusiness or to take an existing business to the next level of development. As of September 2009, USAID had provided over 108,000 microfinance loans to Afghan women by means of its Agriculture, Rural Investment and Enterprise Strengthening Programme. The Programme has also provided skills training to 4,300 female business owners over the past two years. In addition, the State Department has secured funding for Middle East North Africa (MENA)-Organization for Economic Cooperation and Development programmes with a special focus on women and youth entrepreneurship with a view to tangibly improving the investment climate and expanding opportunities for women and young people in the MENA region. In connection with the multilateral initiative Pathways to Prosperity in the Americas, the United States sponsored a conference for women entrepreneurs in October 2009, which launched a regional mentoring network of women-owned businesses.

23. *Workforce development.* Women are economic drivers. They contribute to global economic growth as farmers, workers, small business owners, chief executive officers, corporate board members, and economic and financial decision makers. However, their contributions are not well recognized, and the positive impact women can bring to economic growth is seriously undervalued. Women need skills training, networking, access to information and assistance with innovations and technologies so that they can leverage those new tools for their economic growth. In Lebanon, United States Government assistance promoted employment and increased the income of rural women through skills, resources, equipment and information, and integration into economic activities in agribusiness and rural tourism. With USAID assistance, more than 2,600 women in El Salvador received agricultural training to raise efficiency and ensure occupational safety; 850 women received trade and investment support to take advantage of Dominican Republic-Central America Free Trade Agreement opportunities; and 2,155 women were trained in natural resources management and biodiversity conservation.

Case study. The United States Department of Labor funded the implementation by the International Rescue Committee of the three-year Vocational Training for Vulnerable Afghans Project. The project aimed to improve the economic and social well-being of vulnerable groups, such as widows, orphans and young people at risk through vocational training and focused on the provision of competency-based, labour market-driven microenterprise training that produced long-term wage employment or self-employment. In the planning stages, poor women (with a special emphasis on Afghan widows) were defined as a target group to make sure their needs were met. According to the project's final independent evaluation, its impact on women was profound. The evaluation noted that many elements of the project had contributed to the social and economic empowerment of women. These included linking selected female training graduates who wanted to start a small business with a local microfinance facility, supporting female microentrepreneurs in culturally accepted business endeavours, training women in traditionally male occupations, and ensuring a high percentage of women (35 per cent) among the trainers.

As a result of the project's efforts, more than 3,000 persons (33 per cent female and 14 per cent widows) received vocational skills and microenterprise training, and approximately 75 per cent of these trainees successfully transitioned to long-term employment or to microenterprise ownership. In addition to skills training, the project provided microenterprise training that resulted in more than 1,300 persons demonstrating promising entrepreneurial skills (in the last year of the project, 82 per cent of them were women) and functional literacy and numeracy training to 2,122 persons (about 42 per cent female) who had received skills training. The average monthly income of the trainees increased significantly following training. The evaluation noted that the project had a powerful impact on target group beneficiaries and their families.

24. *Economic policy and governance*. The United States is working to identify the legal and institutional constraints for women entrepreneurs, and is providing technical assistance to overcome gender-related barriers in business. A quantitative and qualitative methodology was developed to assess the legal, policy, institutional and societal dimensions of the business and trade environments of a partner country. It is based on a review of the institutions and actors involved in commerce, from high-level government offices and officials to micro, small and medium-sized enterprises. This methodology has been successfully applied in over 30 countries to date, and has now been adapted to account for the role of women in economic development. Through this assessment known as GenderCLIR, the United States Government is able to assess gender and the business environment by analysing seven priority areas: social customs and women's role in society, the private sector, labour, credit, property, trade and commercial justice. In the United Republic of Tanzania, for example, USAID is helping to establish a secured lending system based on movable and intangible property. Women often do not have legal title to

land or buildings for use as collateral but can use movable, income-generating property to obtain loans. The new system will provide greater credit access to women.

> *Case study*. Based on proposed criteria for a rural development project in Nicaragua, there was limited opportunity for women's participation because the presumed gender-neutral criteria related to land size, number of cows, beehives or other assets, and primary income sources. Women who wanted to participate would have been excluded because they could not meet these criteria. A gender analysis by the Millennium Challenge Corporation led to a new, more flexible and creative approach. For example, to achieve the minimum number of cows for the dairy activity, the project allowed family members to lend cows to meet the minimum requirement. Women producers without land ownership rights could participate in the project if they could produce documents clarifying their right of use. Business development workshops and technical assistance were offered to women as well as men, whether or not they were land owners. Because of this change, women's participation in various aspects of the programme increased, often dramatically. For example, in the livestock project, women's participation increased from 8 per cent to 22 per cent in some locations.

25. Economic programmes targeting women in these areas are even more critical during the global economic crisis. Women in developing countries are likely to bear a disproportionate burden in an economic crisis. According to the United Nations Development Programme, women make up a majority of the world's poor. Women produce more than one half of the world's food and are economically active. However, 60 per cent or more of economically active women across the globe are employed in the informal market and their contributions are often not recognized. The United States is committed to economically empowering women, as they can play a major role in rebuilding and growing the world economy.

Legal empowerment

26. Transformational development is not possible without the active and equal participation of women. The rule of law and access to justice by women and men are essential for sustained economic growth, sustainable development and the eradication of poverty and hunger. Unfortunately, legal and customary barriers often prevent women from exercising their full legal rights and from enjoying legal protections.

27. Legal and customary restrictions on women's ownership of land and property also continue to hamper their ability to acquire productive assets and to reduce their vulnerability when family crisis or some other calamity strikes. In Rwanda, USAID promoted a more gender-equitable land policy to improve the law itself and to train parliamentarians in interpreting and enforcing the law. This has been particularly important during the country's reconstruction as the Government has granted land access to women displaced, widowed or otherwise affected by the conflict. This activity combines strengthening women's right to land to promote economic growth,

and legislative strengthening to promote property and other laws more supportive of women's rights and needs. Under Millennium Challenge Corporation-funded land projects, the titles to more than 50 per cent of the parcels in Nicaragua and 40 per cent of the parcels in Ghana are in the names of women. Recognizing that women are not likely to have control of land being irrigated and under title family, the Mali Compact ensures that the titles to 10 per cent of newly irrigated land are allocated to women's groups for market gardens. This ensures that women will be able to control this important asset and the income from crops grown on this land.

28. The United States helps countries to address barriers to women's participation in formal employment, promotes efforts to enforce laws and regulations which protect women's rights at work, ensures women's access to financial services, such as credit and savings, improves the nature and conditions of the work that women do, provides adequate protections when women leave the labour market and works to enable women to gain secure access to land. The United States works to increase public awareness of women's legal rights, and promotes local ownership of legal reforms by building support for women's legal rights through host country civil society organizations and legislative and judicial branches of government. Concerning legally binding treaties that help empower women, the United States has signed the Convention on the Elimination of All Forms of Discrimination against Women and the ratification if that Convention is a high priority for the present Administration.

Case study. In Colombia, the civil society-led campaign, "Más Mujeres, Más Política" (More Women, More Politics) aimed to increase the participation of women in government. The campaign developed draft legislation to ensure the representation of women on party ballots at the national, departmental and municipal levels. In addition, USAID trained over 3,000 women on issues related to political parties, including their management and operations.

Case study. In Jordan, working closely with the Judicial Institute and the Ministry of Justice in revising the curriculum and admissions criteria, USAID contributed to increasing the number of female students in the judicial diploma programme from 4.4 per cent during the period from 1990 to 2004, to 46 per cent during the period from 2006 to 2008, thus eventually increasing the number of female judges. In addition, USAID supported the judges' fund which provides 200 scholarships for law students, with more than 50 per cent going to females.

Case study. MCC worked with the Government of Lesotho to ensure that gender equality in economic rights was legally guaranteed before signing its Compact. Prior to the Legal Capacity of Married Persons Act of December 2006, married women in Lesotho were legally minors, which limited their political, economic and social rights. At that time, they could not enter into a contract and incur a debt, they could not register immovable property in their name, and they could not buy, sell or use property as collateral for loans without the explicit permission of their husbands or other male relatives.

To further ensure that these new rights would become a reality, MCC required that the Government of Lesotho identify and reform other laws so that they were in harmony with the Legal Capacity of Married Persons Act. In addition, there is a US$ 1 million gender equality project being implemented under the Compact. The project is conducting training on the new laws for members of government, including the civil and for customary law judiciary, and for other institutions, such as the churches and the banking industry. They also have a countrywide programme to reach deeply into rural society and institutions, including chiefs and community councils, to advocate and teach the benefits of gender equality for the development of the Basotho people. One councilman noted that he had seen married couples planning together, communicating and taking each other's perspectives seriously; that, he said, was progress.

Health

29. Gender plays an integral and explicit role in the design of many USAID health programmes. Because of women's roles in child rearing, providing and seeking care, and managing water and nutrition, their ability to access health-related knowledge and services is fundamental to the health of their babies, older children and other family members. Over the long term, the health of women enhances their productivity and social and economic participation and also acts as a positive multiplier, benefiting social and economic development by improving the health of future generations. Moreover, both because of their reproductive role and patterns of gender discrimination, girls and women are particularly vulnerable to ill health and are comparatively underserved by health services. The special needs of women and girls are an integral part of the global health work of USAID, encompassing programmes in family planning and reproductive health, maternal health, HIV/AIDS, child survival, nutrition and infectious diseases.

30. USAID family planning and reproductive health programmes focus on six technical priority areas: contraceptive security, community-based access; healthy timing and spacing of pregnancy; long-acting and permanent methods; integration of family planning into maternal and child health; and HIV programmes. Maternal health-care programmes build the capacity of skilled birth attendants and reduce the major causes of maternal death. USAID addresses gender issues in HIV/AIDS in coordination with PEPFAR by: increasing gender equity in HIV/AIDS activities and services; reducing violence and coercion; addressing male norms and behaviour;

increasing women's access to income and productive resources; and increasing legal rights and protection. Another major focus of USAID programming is improving the nutrition of women and adolescent girls. The improvement of girls' nutritional status has been shown to have a positive affect on their survival and productivity, as well as the health and survival of their children. USAID child survival programmes protect children from the major causes of infant and child mortality by increasing the coverage of such services as immunization, prevention of diarrhoea, treatment of pneumonia, and vitamin A supplementation. In places where gender analysis reveals differential access to child health services for girl children, USAID programmes specifically work to overcome this gender constraint. The USAID Global Health Bureau also tackles traditional practices of female genital cutting and child marriage. Finally, USAID global health programmes target infectious diseases, as biological differences between men and women can affect vulnerability to certain infectious diseases, while gender norms, cultural practices and behaviours can strongly influence disease prevention and care-seeking, as well as access to treatment.

Case study. The PEPFAR Gender Initiative to Reduce Adolescent Girls' Vulnerability to HIV, also known as the Go Girls! Initiative, is being implemented by the Johns Hopkins University Center for Communication Programs in Mozambique, Botswana and Malawi. This PEPFAR initiative seeks to develop, implement and test multifaceted interventions to reduce girls' susceptibility to HIV infection. Programmatic approaches to the initiative include working with a wide range of stakeholders to record interventions and identify gaps; introducing innovative approaches and strengthening existing programmes that address key drivers of the epidemic for vulnerable girls; promoting multifaceted and integrated programming, taking into consideration structural factors (such as access to education, health services and economic opportunities); and conducting a rigorous evaluation.

Case study. Bihar is one of the least developed and most populous states in India and home to a burgeoning youth population. The median age of first marriage is 15 among women aged 20-49 years, with 81 per cent married before the legally mandated age of 18. The contraceptive prevalence rate of 34 per cent is less than two thirds of the national average (56 per cent), and is associated with a total fertility rate of 4 children per woman, much higher than the national average of 2.7. This pattern of reproduction — too early and too close together — adversely affects the health and overall status of women, the survival and development of children and the economic well-being of families.

The Operations Research Study (ORS) is a collaboration between USAID and the comprehensive, community-based behaviour change PRACHAR Project, which is implemented by Pathfinder International and the Government of India, with funding from the Packard Foundation and the United Nations Population Fund. ORS seeks to develop an enhanced, multisectoral, gendered approach to the very successful PRACHAR

project model, and to evaluate the impact on family planning and reproductive health outcomes and gender equality. The ORS population is approximately 10,000 adolescents and 20,000 parents and community leaders.

Education

31. Education is a priority for the United States Government, with special emphasis on improving opportunities for girls, women, and other underserved and disadvantaged populations. In the fiscal year 2009, nearly 24 million girls benefited from United States Government programmes in primary and secondary education. President Obama asserted in June 2009 that he believed that a woman denied an education was denied equality.

32. The United States Government assists developing countries to improve access to and the quality of education, including in fragile, conflict or emergency-affected States. USAID builds country capacity, constructs schools, trains teachers and administrators, improves curricula, engages the community, and helps girls and other marginalized populations to go to school. Quality basic education establishes a foundation for increased educational opportunities, employment and civic participation. The United States Government works to coordinate assistance to each subsector: basic and higher education and workforce development.

33. Gender inequalities in education vary by country and region and must be addressed with country and situation-specific approaches. USAID education programmes take gender dynamics, inequalities and roles into consideration during programme design, implementation and evaluation. Specific USAID-supported activities to increase access and create more equitable learning environments for all students include providing scholarships and mentoring to girls; developing bias-free curricula; training teachers to treat boys and girls equitably; and working with community leaders to mobilize local support for girls' education.

34. The United States Government, through USAID, will continue to design programme interventions that work towards achieving gender equality in education. In Bangladesh, USAID is supporting the television programme *Sesame Street* with the aim of broadening perceptions of men's and women's roles in an effort to expand the range of future opportunities for girls and boys. The programme, which provides preschool education and reaches over 9 million viewers weekly, includes episodes that showcase competencies and successes of women as engineers, doctors, pilots and writers and show men in traditional women's roles. In Jordan, in an effort to encourage women and girls to pursue careers in information and communications technology, USAID is supporting a public-private partnership among the United Nations Development Fund for Women, Cisco Systems and the Government of Jordan. In Nicaragua, the USAID education programme offers girls and boys the opportunity to participate on an equal basis in the classroom by working in mixed groups and by assigning boys and girls leadership roles in each group.

Case study. In the MCC-funded programme in El Salvador, a gender diagnostic which assessed the educational needs of young men and women led to the modification of scholarship programmes and both formal and informal vocational training programmes. The changes made it easier for girls, single mothers and other women to participate, in both traditional and non-traditional areas. These modifications contributed to higher than expected interest, enrolment and participation in these programmes, particularly among underserved groups. Nearly 60 per cent of current vocational programme participants are young women.

Case study. The Safe Schools Programme was a five-year initiative funded by USAID. The objective of the programme was to reduce school-related, gender-based violence to improve educational outcomes and reduce negative health outcomes in 40 communities, both in Ghana and in Malawi, focusing on male and female students in upper primary and lower secondary school, ranging in age from 10 to 14 years. The comprehensive approach to this problem involved teachers, parents, students, community members and local non-profit organizations on the one hand, and government officials from education, health, social welfare and security on the other. Codes of conduct, including standards for ethics, teachers' roles and responsibilities towards students, and reporting systems for code violations were developed in collaboration with ministries of education and teachers' unions. Communities were involved in finding ways to prevent and respond to violence by: (a) reducing child labour, corporal punishment, sexual relations between teachers and schoolchildren, and sexual harassment; and (b) providing private, clean and secure lavatories at schools and safe routes to and from schools. Among the most significant impacts were that teachers' awareness of sexual harassment of girls and boys at school increased and they became more aware of how to report school-related, gender-based violence. In addition, teachers' attitudes towards acceptability of physical violence changed and students became more confident that they had the right to not be hurt or mistreated.

Case study. For the past 15 years, the United States Department of Labor has funded 235 projects, at a total cost of $677.8 million, to combat child labour in more than 75 countries. As a result, 1.3 million children have been prevented from being subject to labour exploitation or have been removed from exploitive labour conditions in such sectors as commercial agriculture, mining and small-scale manufacturing, as well as domestic work, forced labour and trafficking. These projects have given girls from the most disadvantaged groups the opportunity to receive an education and other social support that will help to transform their future into one of opportunity. For example, in Ecuador, the Department is funding a four-year, $4 million project to combat indigenous child labour. The project has developed a participatory approach which provides accelerated education and after-school programmes to children who work

or those who are at risk of working; offers training for teachers to enhance their skills; raises awareness of child labour among parent and community members; and encourages community participation in programme design and implementation. In Colombia, the Department funds a 39-month, $5 million project that uses an innovative after-school education programme, Espacios para Crecer (Space for Growth), to withdraw and prevent 10,200 children from the worst forms of child labour. In 2009, the Inter-American Development Bank and the United Nations Educational, Scientific and Cultural Organization selected Espacios para Crecer as a best practice in programmes for young people. This initiative, which is based on a model originally developed in the Dominican Republic by DevTechSystems, Inc., is implemented by an association led by Partners of the Americas.

D. Good practices, policy recommendations and challenges

35. The United States remains committed to the principles of aid effectiveness which are the foundation of the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action. That is, the United States Government believes in the need for country-led and country-owned development initiatives, effective partnerships for development, and measuring the results of development programmes. A true partnership with the host country Government, civil society and legislative bodies is a key ingredient to ensuring that development gains are sustainable over the long term. The United States clearly has certain development priorities and is well aware that without host country engagement, programmes are unlikely to succeed. In addition, the United States Government is actively seeking partnerships with multilateral institutions, non-governmental organizations, private institutions and other donors in order to maximize the benefit and effectiveness of aid dollars. Partnering with organizations that have capacity and expertise in selective areas is an excellent way to divide the work, ensure coordination and prevent duplication of effort. Finally, the United States Government is committed to mutual accountability for tangible results.

36. Based on its programming experiences throughout the world, the United States has learned the importance of integrating a gender-based perspective into all aspects of its development work. Issues as complex and important as women's empowerment and gender equality cannot be addressed in a compartmentalized fashion; rather, progress can only be made when they are tackled on numerous fronts and when gender issues are kept at the forefront of all aspects of development policy and practice. Success can only be achieved when the issue is faced on both a macrolevel (e.g., national laws on women's rights) and a microlevel (e.g., educating local populations as to the benefits of gender equality).

37. Similarly, the United States Government has learned that seemingly gender-neutral policies may have gender-biased implications in practice, as they may perpetuate rather than ameliorate existing gender disparities. Gender-blind criteria may not take into account the often different and unequal circumstances of women in developing societies. It is precisely because of these lessons that the United States Government recognizes that women's participation in all parts of the development

process is essential, from the initial planning phase, to implementation, through to monitoring and evaluation and learning from results.

38. Moreover, women in fragile and post-conflict States need particular attention from the global community. All evidence shows that these women are often in the most precarious of positions, both in terms of gender-based violence and descent into poverty. Making progress in regard to women's empowerment must definitely include the protection of women in conflict and post-conflict States.

E. Conclusions and outlook for the future

39. With only five years until the 2015 milestone for achieving the Millennium Development Goals, the United States remains committed to sustaining development gains and will focus on innovation as a key means of accelerating progress towards achieving the Goals. The 2015 milestone is an opportunity to celebrate what has been achieved, as well as focus on what remains to be done. Gender is a critical cross-cutting theme in United States initiatives to achieve development milestones, including the new Presidential initiatives on global health and food security, because women play a central role in creating sustainable development outcomes. The United States Government has and will continue to integrate gender concerns throughout its development work in areas such as gender-based violence, economic empowerment, legal empowerment and women's leadership, health and education. The United States believes that *gender-inclusive development is the right way to do business — for donor agencies, developing countries, non-governmental organizations and the private sector*. The General Assembly, at its high-level plenary meeting to be held in September 2010, will bring world leaders, non-governmental organizations, the business community and other civil society representatives together to galvanize efforts to accelerate progress in regard to the Millennium Development Goals. The United States Government believes that it is imperative that the issue of women's empowerment and equality remain at the forefront, and looks forward to joining with other Member States to continue this important work.

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Letter dated 5 May 2010 from the Permanent Representative of Portugal to the United Nations addressed to the President of the Economic and Social Council

I have the honour to attach herewith the national report of Portugal on gender equality and empowerment of women for the annual ministerial review to be held during the High-level Segment of the 2010 substantive session of the Economic and Social Council (see annex).

I should be grateful if you would circulate the present letter and its annex as a document of the Council under item 2 (c) of the provisional agenda.

(*Signed*) José Filipe **Moraes Cabral**
Ambassador
Permanent Representative

* E/2010/100.

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Annex to the letter dated 5 May 2010 from the Permanent Representative of Portugal to the United Nations addressed to the President of the Economic and Social Council

Annual ministerial review

National voluntary report of Portugal

Summary

Development policy is an integral part of the Portuguese foreign policy. It is drafted and implemented by the Ministry of Foreign Affairs in close cooperation with other ministries, non-governmental organizations and other civil society organizations.

The objectives and goals laid down in the Millennium Declaration are at the core of the Portuguese development strategy. In this context, Portugal has clearly adopted an integral and broad-ranging vision of development, which requires increased coordination efforts at the national level, as well as with partner countries and with other donors, so as to deliver more efficient aid and to assist our partner countries to accelerate their progress towards meeting the Millennium Development Goals.

The first part of the report outlines the efforts of the Government of Portugal in the implementation of national development strategies and policies. It identifies the main priorities and recipients of Portuguese development cooperation, describes the institutional framework in place and elaborates on the principles of policy coherence, aid effectiveness, as well as on the importance of building and consolidating partnerships with civil society at large.

The second part of the report deals with the specific thematic focus of this year's Annual Ministerial Review: the implementation of the internationally agreed goals and commitments with regard to gender equality and the empowerment of women. It comprises a section on the public policies and activities in the area of gender equality and then analyses the gender perspective in the framework of the national development cooperation.

At the national level, the Government of Portugal is actively engaged in the promotion of gender equality and the empowerment of women. The appointment of a Secretary of State for Equality in the new Government that followed the legislative elections of last September clearly demonstrates the political relevance given to the issue of gender equality by the Government of Portugal. This strong political will has also been expressed by increased financial support, the enlargement of human resources dedicated to gender-related issues, as well as the adoption of legislation and specific action plans. Considerable investment has been undertaken in the human and financial resources of the National Commission for Citizenship and Gender Equality (the national institution under the Presidency of the Council of Ministers), and the budget for the promotion of gender equality policies has been considerably reinforced for the period running from 2007 to 2013, reaching €83 million. In addition, five new national action plans with implications on gender equality have been adopted since 2007: the Third National Plan for Equality; the Third National

Plan against Domestic Violence; the First National Plan against Trafficking in Human Beings; the National Action Plan for the implementation of Security Council resolution 1325 (2000) and an Action Programme for the Elimination of Female Genital Mutilation.

Moreover, the promotion of gender equality and women's empowerment constitutes an objective and a guiding principle of our national development strategies. It is our understanding that progress in all the other Millennium Development Goals cannot be achieved without a serious investment in the empowerment of women. Worldwide, women often carry the burden for meeting their families' needs for food and water and are responsible for decisions that affect economic activity, including making choices related to their families' investments. Thus, without making significant progress in advancing women's economic and social empowerment and strengthening women's rights, progress in reducing poverty and eliminating hunger will be difficult to achieve. There is an increased awareness of the role women have to play in effective crisis response, as well as on the path towards sustainable economic growth and development.

Portuguese development cooperation recognizes this trend, and the final part of the report identifies some concrete initiatives related to the promotion of gender equality and the empowerment of women in key sectors, such as health, education and economic empowerment, that have been successfully implemented. Portugal is fully committed to the consolidation of this approach in its development cooperation, as clearly shown by the current revision of the national development cooperation strategy on gender and the greater emphasis given to this issue in the political dialogue with partner countries, including in the elaboration and follow-up to the bilateral indicative cooperation programmes.

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I. Efforts by the Government of Portugal to implement national development strategies and policies

A. Portuguese development policy framework

1. Development policy is an integral part of the Portuguese foreign policy and it is oriented by the international efforts to reduce global poverty, having the objectives and goals laid down in the Millennium Declaration at the core of its strategy. In this context, Portugal has adopted an integral and broad-ranging vision of development, which requires increased coordination efforts at the national level, as well as with partner countries and with other donors (bilaterally and multilaterally), so as to deliver more efficient aid and to assist partner countries to accelerate their progress towards meeting the Millennium Development Goals.

2. The geographic focus of Portuguese aid is on the Portuguese-speaking African countries and Timor-Leste. The historical and cultural ties have brought about the development of an institutional and legal framework similar to the Portuguese one in partner countries, which makes it easier to capitalize on Portugal's comparative advantages in relation to other donors — language and know-how — not just geographically but at the sectoral level as well. Portugal is also one of the international donors with the greatest geographical concentration of aid. The Portuguese development cooperation strategy has been designed with the goal of avoiding dispersion of resources and improving an integrated system, for the sake of more rationality, efficiency and effectiveness of aid.

3. Regarding the most relevant intervention sectors, Portuguese cooperation's priorities have been streamlined along two fundamental criteria: (a) partner countries' needs, as identified in their national development strategy documents; and (b) the specific added value of Portuguese cooperation, bearing in mind the division of labour and complementarity among donors. Based on the principles of sector concentration and reinforcing the Millennium Development Goals, efforts are also made towards increasing focus on education, health, professional training and institutional capacity-building, from a perspective of sustainable development and poverty reduction.

B. Organization

4. The Ministry for Foreign Affairs plays the leading role within the Government, with the responsibility to coordinate all activities regarding development cooperation policy planning and formulation. Portuguese cooperation is structured according to a decentralized implementation model, and the main actors include several entities from the central Administration, the local Administration, including city councils and municipal associations, civil society organizations, such as development non-governmental organizations (NGOs), as well as foundations, universities and research institutions. The Portuguese Development Agency was created in January 2003 as the central organ of Portuguese development cooperation responsible for the supervision and coordination of all development aid programmes and projects financed and implemented by State bodies and other public entities. The Portuguese Development Agency is also responsible for the centralization of information concerning projects promoted by private entities.

C. Volume of aid

5. The Government of Portugal has identified the increase of Portuguese Official Development Assistance (ODA) as one of the key objectives of its development cooperation, aiming to meet international commitments in compliance with the Millennium Development Goals as regards both the quantity and quality of ODA.

6. Owing to the requirements imposed by efforts to consolidate the budget deficit (European Union Stability and Growth Pact) and the effects of the international financial and economic crisis, Portugal has had some difficulty in complying with the internationally established goals regarding ODA. In 2006, Portugal's ratio of ODA/gross national income (GNI) was at 0.21 per cent, having increased to 0.27 per cent in 2008. Between 2006 and 2008, the total official and private flows underwent several oscillations, owing essentially to the variations in foreign direct investment and export credits. Faced with this scenario, Portugal set a new timeline to increase its ODA so as to comply with the 0.7 per cent ODA/GNI ratio requirement in 2015.

7. Portugal's ODA is directed mainly towards Portuguese-speaking countries, all situated in sub-Saharan Africa (Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tome and Principe) and Timor-Leste. In accordance with United Nations classifications, five of the six priority countries for Portuguese cooperation are considered least developed countries, with Cape Verde being the exception, having been the second such country to achieve middle income country status in 2008. Overall, this geographical grouping received nearly 60 per cent of the total bilateral ODA over the period 2006-2008 (on average, nearly €124 million).

8. Portugal has sought to align its participation in the multilateral sphere with its external policy and bilateral cooperation priorities: (a) focusing on Africa, particularly on least developed countries and fragile States; (b) supporting stabilization and the transition to the development phase; (c) aligning and harmonizing its programming with partner countries' national policies and strategies, with the objective of achieving the Millennium Development Goals; and (d) strengthening partner countries' position within the international community. In this context, the Portuguese Development Agency has also promoted complementarity between bilateral and multilateral action, through active partnership with several multilateral development institutions, including through cooperation with the United Nations Development Programme (UNDP) in Timor-Leste and with the United Nations Population Fund (UNFPA) in Guinea-Bissau (intervention in the area of emergency obstetric and neonatal care).

D. Guiding principles of policy coherence and aid effectiveness

9. The pursuit of the Millennium Development Goals has made it necessary to reinforce the coherence of national and international policies in a variety of areas with development policies. It is fundamental to ensure that development goals will not be neglected when other policies that have an impact on developing countries are formulated, acknowledging that the achievement of development goals does not depend only on cooperation policies and activities; it also depends on the impact that decisions made in other political areas may have on developing countries.

10. Portugal has shown a growing concern for policy coherence for development as an important instrument for effective and efficient aid, having progressively come

to include this theme in the formulation of its public policies, thereby assuring coherence for development among national and international policies. The mainstreaming of the Millennium Development Goals in national strategy documents is a good example of this policy. Within the efforts to promote policy coherence for development, certain instruments have a special importance for Portugal's external activity in areas which are considered strategic, from both the political-diplomatic and the development cooperation perspectives: the national sustainable development strategy, the immigrant integration plan and the national plan for equality.

11. At the international level, Portugal has subscribed to and promoted the international commitments regarding policy coherence for development in various forums, in particular within the framework of the European Union, the Organization for Economic Cooperation and Development and the United Nations. The other concern on this topic is the promotion of coherence with partner countries' development policies. Portugal adopts multi-year country-based programming strategies with its partners — in line with the time frames of partner countries' poverty reduction strategy papers — which are the sole guiding documents framing bilateral cooperation. One of the goals of this multi-year programming is to make it possible to provide information to partner countries on the expected financing for projects that have undergone prior negotiation, so that these amounts can be inscribed into their State budgets.

12. Finally, policy coherence is a key instrument towards aid effectiveness, which guides Portuguese development cooperation efforts towards a greater concentration of aid, the rationalization of aid flows and the implementation of a results-based management system, in order to increase Portuguese cooperation's effectiveness and improve the impact of its development assistance. The principles of ownership, alignment, harmonization, management for results and mutual accountability are fundamental in the definition of Portuguese development cooperation policies. Capacity development and triangular cooperation at the service of fulfilment of the Millennium Development Goals, based on a regular and transparent dialogue with partners, are examples of these policy choices.

E. Civil society partnerships

13. Support for civil society is also a priority in Portuguese development cooperation, as a strong civil society is an important element in the consolidation of democracies and a permanent test to the capacity of societies to tackle issues such as poverty, gender equality and free access to education.

14. Development NGOs are an ever more important partner within civil society, and this is reflected in the growing number of projects carried out by those organizations and co-financed by the Portuguese Development Agency. This policy of including development NGOs in development cooperation in partnership with governmental activities has been carried out in close collaboration with the National Platform of Development NGOs, with a view to fulfil the commitments of the Millennium Declaration and increasing aid effectiveness and transparency. In addition to two specific grant lines to co-finance development cooperation projects and development education projects (with an important focus on the promotion of awareness of the Millennium Development Goals), the Portuguese Development

Agency directly supports projects carried out by development NGOs included in the bilateral programming with partner countries. One such project merits special reference.

15. The "Healthcare for all" project in Sao Tome and Principe is an integrated intervention in primary and preventive health care all over the country, based on a strategy that is focused on community needs, within the context of a public/private partnership between the Portuguese Development Agency, the Ministry of Health of Sao Tome and Principe and the Portuguese development NGO, Instituto Marquês de Valle Flôr. This project has allowed for the great achievement of having Sao Tome and Principe — that ranked 131 of 182 in the 2009 UNDP Human Development Index — declared by the World Health Organization and the United Nations Children's Fund as being on track to attain the Millennium Development Goals in the health sphere. While doing so, the project is also significantly increasing the proportion of people with access to safe drinking water and basic sanitation with indicators that rate among the highest for countries in sub-Saharan Africa.

16. Finally, Portugal is creating new instruments to enhance civil society participation and to strengthen the national public's knowledge about development and the Millennium Development Goals. Two are worth mentioning. First, the creation of the Development Cooperation Forum, which is a space for debate on development issues, chaired by the Minister of Development, and which meets on a biannual basis. Participants are members of local councils, development NGOs, trade unions, business companies with projects of corporate social responsibility, as well as universities and foundations playing a key role in the elaboration of the Portuguese development cooperation sectoral strategies. Second, the Development Days event, already in its third year, has proven to be an event that promotes a better understanding and debate among the several national development actors and between them and Portuguese public opinion on development issues at large.

II. Implementing the internationally agreed development goals and commitments with regard to gender equality and the empowerment of women

A. National developments

17. The Government of Portugal is actively engaged in developing national policies and strategies in the area of gender equality and the empowerment of women, which is understood as a goal in itself but also as a means and a condition to achieve all the other Millennium Development Goals.

Gender equality in the State administration

18. Equality between women and men has been a fundamental principle of the Constitution of the Republic of Portugal since 1976, leading to the development of a very egalitarian legislative framework. The Constitution enshrines the promotion of equality between men and women as a fundamental task of the State, which has the responsibility to adopt relevant policies and norms in this area. The Constitution also establishes that the law must promote equality in the exercise of civil and

political rights and non-discrimination on the grounds of sex in accessing political jobs.

19. Between 2007 and 2010, the policy of the Government of Portugal in the area of gender equality has been guided by three National Plans: (a) the Third National Plan for Equality: Citizenship and Gender; (b) the Third National Plan against Domestic Violence; and (c) the First National Plan against Trafficking in Human Beings. In 2009, the National Programme of Action to Eliminate Female Genital Mutilation and the National Action Plan to implement Security Council resolution 1325 (2000) on women, peace and security were both adopted.

20. The budget for the promotion of gender equality policies was considerably reinforced for the period 2007-2013 in order to make available the resources needed for the implementation of these policies, with a specific funding line of €83 million distributed to seven different areas. The Commission for Citizenship and Gender Equality — under the Presidency of the Council of Ministers — is in charge of managing several of these technical and financial support lines, and 248 projects are thus far being implemented. Examples of projects include: (a) support to initiatives of NGOs and other civil society organizations operating in the field of gender equality; (b) training in gender equality and prevention of gender-based violence; (c) development and evaluation of databases, diagnosis and good practices guides; (d) campaigns aimed at raising awareness and promoting gender equality as well as combating gender-based violence; (e) integrated intervention to combat domestic violence and trafficking in human beings; and (f) promoting plans for gender equality in central and local public administrations and in enterprises and support to women's entrepreneurship.

21. Effectively mainstreaming gender equality and non-discrimination at all levels of the public administration is a political commitment. Indeed, having a strategy for achieving equality is considered a prerequisite for good governance by the Government of Portugal. Several resolutions adopted by the Council of Ministers on this matter have been approved, such as resolution 82/2005, which established the integration of a gender perspective into the preparation of all legal Acts, and resolution 64/2006, which established the integration of a gender equality dimension into the language used in the normative acts and in the written and visual language used in the public administration.

22. The commitment to mainstream gender and non-discrimination in all Government activities is reflected in the adoption of equality plans, in the institutionalization of ministerial equality advisers and teams and in the progressive development of protocols with municipalities. At the local level, Act No. 115/2006 regularized local social networks introducing, for the first time, a gender equality dimension as a factor for local development. In order to ensure the institutionalization of equality advisers in all 308 municipalities, the Government of Portugal is considering the adoption of legislation establishing the nomination of gender equality advisers at the local level.

23. Portugal is also active in generating and disseminating regular data and information disaggregated by sex. "Gender Equality in Portugal" has been published every two years since 1980 by the national mechanism for gender equality, with statistical data disaggregated by sex and legislation for each policy area. At the same time, Portugal has been improving gender indicators and developing new instruments that allow for closer monitoring and effective evaluation of gender

equality, namely: (a) a gender database, which is updated regularly, in the National Statistical Office website since 2004; (b) an equality website, aimed at supporting and promoting the implementation of mainstreaming of gender and non-discrimination at all levels of the public administration, which was created in March 2009; and (c) a gender observatory, being set up by the Commission for Citizenship and Gender Equality in order to improve efficiency in the implementation of gender equality policies.

24. The above-mentioned Third National Plan for Equality is the operational basis for the implementation of the Government's strategy to mainstream gender equality and non-discrimination at all levels of public administration. This Plan advocates for the integration of the gender dimension into diverse policy areas, and it advocates for specific actions towards the promotion of gender equality, including positive action. In addition to these structural measures, the Plan also includes measures and actions aimed at combating gender inequalities and promoting equality between women and men in different priority policy areas, such as: education, research and training; economic independence; reconciliation of professional and private family life; inclusion and local development; health, environment and territory; and sports and culture. Furthermore, the Plan pays special attention to the promotion of women's employability and entrepreneurship as a means of promoting their economic independence. The Government of Portugal is committed to adopt a fourth Plan for Equality after the evaluation of the current one.

25. Women's access to political decision-making spheres is unfortunately an area that is progressing at a slower than optimal pace, in particular regarding the proportion of seats held by women in the National Parliament: 17.4 per cent of seats in the October 1999 elections, 19.6 per cent in the March 2002 elections; and 21 per cent in the February 2005 elections. Regarding Governmental seats, the Portuguese Government (Ministers and Secretaries of State) comprised 9.4 per cent of women in 1999, 11.3 per cent in 2005 and 18.2 per cent in 2009. On 20 April 2006, the National Parliament adopted a bill that set at 33.3 per cent the minimum representation for both sexes in eligible positions in the electoral lists for the National Parliament, the European Parliament and Municipalities, therefore having an effect on the percentage of elected members, corresponding to a quantitative threshold to parity. This Law produced effects in all the three elections held in 2009: for the European Parliament, where 36.4 per cent of women were elected, compared with 25 per cent at the last elections; for national elections, with 27.4 per cent elected, compared with 21 per cent in 2005, and for municipalities, 29 per cent elected, compared with 18.2 per cent before. In 2011, the National Parliament will evaluate the impact of this Law in the promotion of equal participation of women and men, and revise it, if necessary.

Education

26. Portugal is committed to work towards eliminating gender disparity in all levels of education. In Portugal, women represent 47.9 per cent of the population with basic education; 50.8 per cent with secondary education; and 60.8 per cent of the population with higher education. The majority of students enrolled in secondary education (52.7 per cent in 2007/2008) and in higher education (53.4 per cent, between 1995/1996 and 2008/2009) are women.

27. In 2005, the Government of Portugal launched the New Opportunities Initiative, aimed at extending the minimum training reference to 12 years for young people and adults. The strategy behind this initiative rests on two fundamental pillars: (a) making vocational education a real option that provides new opportunities to young people; and (b) raising the basic training level of the workforce, providing new opportunities for learning and evolving. The New Opportunities Initiative allows for adults to go through a process of recognition, validation and certification of academic and vocational competences and/or a training process. This initiative is having a positive impact on women's education and training, as they accounted for around 54 per cent of the people enrolled and 65 per cent of the trainees in adult education and training courses.

Gender-based violence

28. Portugal is also taking important steps in adopting strong political and legislative measures to combat violence against women and girls, including domestic violence. Mindful of this problem, the Government approved the Third National Plan against Domestic Violence (2007-2010), which clearly points towards a policy consolidation to prevent and fight domestic violence. The Plan integrates policies to prevent and combat the phenomenon, based on a horizontal approach with a particular emphasis on awareness-raising and information campaigns, training professionals and protecting the victims, aiming towards their reinsertion into social life.

29. Among the measures adopted to fight this problem are: ongoing awareness-raising initiatives aimed at the population and technical staff working with victims and aggressors, combined with multidisciplinary training of those most directly involved in assisting and protecting victims of domestic violence, including judges, prosecutors, lawyers and judicial workers, security forces, health-care professionals, social workers, shelter teams and NGO experts. Since 2005, annual campaigns against violence against women have been launched, including media campaigns to prevent violence among youth, such as the campaign on dating relationships, mobilization of social agents from the health, education and social intervention areas. In order to improve knowledge of this phenomenon, the Commission for Citizenship and Gender Equality has promoted several studies, including a national survey of gender-based violence, which was published in 2009.

30. Since 2000, ill-treatment has become a public crime, meaning that anyone can lodge a complaint and police authorities are obliged to investigate. As of January 2006, a standard notification was created, which makes it possible to gather more accurate and detailed statistics on domestic violence, thus allowing the production of reliable, internationally comparable indicators on the extension and configuration of the phenomenon. Also, under the Integrated Programme of Proximity Policing, proximity and victim support teams were created, aiming at the prevention of domestic violence, the provision of support to victims and follow-up after violence. The Criminal Code, revised in September 2007, for the first time classified the crime of domestic violence, which became an autonomous and specific crime punishable by one to five years' imprisonment. This legal framework was completed last September with the enactment of Law 112/2009 on compensation to victims of violent crimes and domestic violence and of a separate Law on the legal regime applicable to the prevention of domestic violence and to the protection of and provision of assistance to its victims. A considerable investment has been made in

the quantity and quality of psychosocial responses — crisis centres, emergency help lines and shelters — by public bodies and civil society. A free domestic violence victim information help line has been active since 1998 to give victims information, support and advice, and a national network of domestic violence centres was set up in 2005 to provide an integrated response to cases of domestic violence.

31. Portugal is also developing efforts to combat trafficking in persons and prosecute traffickers. In 2007, Portugal began implementing an integrated and systematic National Plan against Trafficking in Human Beings (2007-2010). This Plan's key structural element is the symbiosis between the effort to suppress trafficking and the promotion of human rights through the adoption of strategies to raise awareness, and provide support to, empower and integrate victims. An Observatory on Trafficking in Persons was created in 2008, with the goal to collect, analyse and disseminate data from various institutions working in this field as part of the implementation of this Plan. A study on trafficking in women for the purpose of sexual exploitation was conducted in 2007 at the national level and was published in 2009. Also worth mentioning is the creation of a shelter for victims of trafficking and their minor children, run by an NGO with Government funding, and the launch of a national campaign against trafficking in persons in 2008, with a leaflet printed in nine languages.

32. Measures to raise the awareness of judges and security forces and services, namely through extensive training on methods to interview victims of trafficking and provide emotional support, were also promoted, together with training for NGOs, help line technicians, public prosecutors and law enforcement agents. A model for locating, identifying and integrating victims of trafficking for sexual exploitation that involved all police forces and relevant NGOs was defined to establish an articulated process for assisting victims of trafficking. The implementation of this National Plan is being monitored by an independent entity, which will conduct an impact assessment. A Second National Plan is envisaged for 2010.

33. The revision of the Criminal Code in 2007 introduced substantial amendments in the previous definition of human trafficking by integrating this crime into the chapter on crimes against personal liberty. A reference to children as victims of these crimes was explicitly included, as was trafficking for purposes of adoption. This Code punishes those who knowingly use the sexual services of victims of trafficking and also criminalizes withholding, hiding and destroying identification or travel documents, and also includes punitive measures for collective entities.

34. Finally, a national Programme of Action to Eliminate Female Genital Mutilation was launched in 2009 within the framework of the Third National Plan for Equality. The Programme was drafted by a working group that integrates the public administration, NGOs and intergovernmental organizations and has proved to be a powerful instrument, not only for the promotion of the human rights and the sexual and reproductive rights of women and girls who are submitted to those practices or are at risk to undergo female genital mutilation, but also as an instrument for promoting gender equality and fighting gender-based violence. It is structured around the areas of prevention, support to and integration of victims, training, academic research and advocacy, and it promotes awareness-raising mechanisms to enhance the general understanding of the population as regards the physical, psychological and social consequences of female genital mutilation,

aiming at discouraging its practice. The Criminal Code includes a disposition that relates to the matter of female genital mutilation by considering as a criminal offence the abuse of the body or health of another person that hinders the person's ability to experience sexual fulfilment.

Partnerships for equality

35. Other developments in the area of gender equality that are worth mentioning include: the National Strategy of Education for Development (2010-2015), prepared by partners from the public administration and civil society and adopted in September 2009, which responds to gender concerns and integrates the fight against gender stereotyping among its main principles; and a National Action Plan for the Implementation of Security Council resolution 1325 (2000) on "Women, peace and security (2009-2013)", which was adopted in August 2009. This Plan was prepared by an inter-ministerial working group that launched a public consultation to the public administration, civil society, NGOs, research centres and other relevant stakeholders, and it developed mechanisms for the implementation, follow-up and evaluation of the activities and measures identified to accomplish its five strategic main goals. An increase in the participation of women in political and decision-making spheres, training on gender equality and on gender-based violence and the dissemination of knowledge on women, peace and security are some of its main goals.

36. Finally, Portugal hosted the second Community of Portuguese Language Countries Ministerial Conference on Gender Equality in the first week of May 2010. The main goal of this Conference was the promotion and consolidation of a gender equality agenda in the Community of Portuguese Language Countries, striving for progress in the creation of a strategic action plan for gender equality in the Community and in the adoption of gender equality legislation by States members of the Community.

B. Gender equality in development cooperation

37. The promotion of gender equality and women's empowerment constitutes an objective and a guiding principle of Portuguese development strategies. It is our understanding that progress in all the other Millennium Development Goals cannot be achieved without a serious investment in the empowerment of women. With this in mind, Portugal has been developing an approach that includes: (a) the promotion of gender equality in the political dialogue with partner Governments; and (b) a twin track approach consisting of gender specific deliverables in bilateral programmes and projects and temporary special measures. Priority is given to enhance the social role of women, their equal participation in political decision-making and economic security, focusing on access to water and sanitation, food security, economic opportunities and the financial markets. Special attention is also provided to the specific impacts of climate change on women's lives, as well as to the promotion of their sexual and reproductive health and rights and education.

38. The national development cooperation strategy on gender, developed as a sectoral guideline, is under revision with a view to overcoming the lack of priority that in the past has been given to this dimension, together with a lack of widespread gender expertise in the national development arena. In this context, and together

with the relevant national developments of the past five years, Portugal has been deeply committed to enhance coordination and harmonization of efforts in order to improve effectiveness and impact in the political dialogue with partner countries on gender equality, namely in the elaboration and follow-up of the Bilateral Indicative Cooperation Programmes.

39. In what concerns gender-specific deliveries in bilateral programmes and projects, several initiatives in key sectors such as health, education or social and communitarian development have successfully been implemented.

40. In the health sector, in general all projects like the one already mentioned in Sao Tome and Principe contemplate integrated intervention actions in maternal and child health care. The training of nurses and midwives responsible for the majority of sexual and reproductive health-care assistance should be highlighted, with training programmes in Guinea-Bissau (Bolama region) and Angola (Caxito region). Socio-communitarian projects also contain a health intervention (communicable diseases, sexual and reproductive health, and nutrition) and have specific actions in the areas of adult literacy and capacity-building directed specially to women. Projects developed in the north of Mozambique ("Costal Rural Support Programme in Cabo Delgado"), in poor quarters of Luanda or in Quinara-Guinea-Bissau, are examples of this prioritization. Portuguese development cooperation is also implementing projects aiming at improving care delivery in sexual and reproductive health, such as the construction of a basic health-care unit in Noboia-Marracuene (Mozambique), the development of a strategy for an integrated maternal and child health-care system in pilot provinces in Angola and the combat of malnutrition in pregnant women and children through the production and commercialization of a multivitamin made from locally produced ingredients in eight regions of Guinea-Bissau. Of significant relevance is the project concerning the strengthening of 12 obstetric and neonatal emergency care units in the regions of Oio and Gabú in Guinea-Bissau, a partnership of the Portuguese development cooperation, UNFPA and the Portuguese Television Network.

41. In the education sector, several interventions dedicated to promote quality access to women and girls can be highlighted, from the development of capacities to the strengthening of infrastructures. Some relevant examples include the project "Bambaram di Mindjer" (Guinea-Bissau), aiming at the qualification of women and the professionalization of early childhood educators, the building of an elementary school exclusively for girls in Palestine, and the annual financing of scholarships for young women attending undergraduate studies in local universities in Mozambique. Furthermore, regarding social infrastructure, several social centres were supported in the development of tangible actions for women's support, namely, providing communitary kindergartens that make it possible for mothers to work, such as the day-care centre "Mães de Mavalane" in Mozambique, and in the Escola Nguita Lelo in Luanda.

42. Regarding the economic sector, Portugal develops projects that support community-based organizations, such as those in Tite and Fulacunda in Guinea-Bissau, where training is given to women entrepreneurs for the development of income-generating activities. Actions are envisaged in support of the expansion of women's entrepreneurial opportunities and participation, creating conditions for women to manage their own business with financial and technical autonomy. In the context of the East Timor Development Cooperation Cluster, the Association of

Women Artisans was supported in the development of four kiosks near the beach, and the opening of a craft shop, a restaurant and a culinary instruction facility. In Angola (Luanda), and in Guinea-Bissau and Cape Verde (Gabu, Bafata, Santiago, Santo Antão and São Vicente), microcredit programmes were implemented aiming at the reduction of the effects of female poverty in the most vulnerable communities both in rural as in urban areas.

43. Portugal is also providing support to the promotion of capacity development of line ministries responsible for gender and equality issues, such as the Ministério da Mulher e da Acção Social in Mozambique or the Ministério da Assistência e Reinsercção Social in Angola. The prevention of violence against women and the fight against trafficking in persons as well as the promotion of peace and security are also relevant areas of intervention. In this context, the Central Office for Victims of Violence in Maputo was rehabilitated, and programmes regarding the training of police forces were conducted. In Angola, training, and training-of-trainers, was given in areas of victim protection, the fight against trafficking in persons and asylum rights, and in the city of Lobito, support was given to the Social Centre "Renascer", contributing to the inclusion of around 1,500 women and children affected by the phenomenon of street prostitution and promoting their social reintegration.

44. Finally, regarding awareness-raising in Portugal and in its partner countries, reference should be made to the project "They in the North and in the South", aimed at increasing society's attention for women's role and contribution to local and global development.

III. Conclusions and outlook for the future

45. With national development policy oriented by international efforts to reduce global poverty, Portugal has inscribed the objectives of reaching the Millennium Development Goals at the core of its development strategy. Important developments have occurred in the area of policy coherence and aid effectiveness, as well as on the consolidation of partnerships with civil society.

46. The Government of Portugal recognizes that it is presently facing difficulties in complying with internationally established quantitative goals regarding ODA owing to current financial and economic constraints, but it is strongly committed to its gradual increase. Furthermore, financial shortcomings have made us more attentive and committed to the quality and efficacy of the aid provided, and we believe that very important advances have been made in this regard.

47. The Government of Portugal is actively engaged in the promotion of gender equality and women's empowerment, both at the national level and in its development cooperation strategies. Extremely relevant accomplishments have been made in the national political, legislative and implementation spheres, which have led to political changes in the Government, to considerable investments in financial and human resources and to the adoption of unprecedented legal documents and five national action plans with substantial implications for gender equality. Important measures on awareness-raising, training and education on gender equality issues are also having an important impact, and Portugal is increasingly working on these issues with its younger population, sharing knowledge with and providing information to future decision makers.

48. In the field of development cooperation, Portugal strongly believes that progress in achieving the Millennium Development Goals will not be possible without a serious investment in the empowerment of women. For this reason, several concrete initiatives related to gender equality are being promoted in key sectors of development cooperation, such as health, education and economic empowerment. Notwithstanding this, Portugal is aware that further progress is needed to consolidate this approach and is currently engaged in the revision of the national development cooperation strategy on gender and is placing a greater emphasis on this issue in political dialogue with partner countries.

49. Finally, Portugal believes that successful interventions have to be based in the principles of ownership and partnership and that we need to be flexible without losing sight of the ultimate objectives. Dialogue and joint work between relevant social and political actors are fundamental in order to promote adequate policies and measures that respond to the main challenges posed to gender equality and development strategies.

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Letter dated 5 May 2010 from the Chargé d'affaires a.i. of the Permanent Mission of Guatemala to the United Nations addressed to the President of the Economic and Social Council

I have the honour to transmit herewith the national report of Guatemala entitled "Gender Equality and Empowerment of Women in the Context of the Implementation of the Millennium Development Goals", which will serve as a basis for the national voluntary presentation my country will make during the high-level segment of the 2010 substantive session of the Economic and Social Council (see annex).

I would be grateful if this letter and its annex could be circulated as a document of the Council for the annual ministerial review of the high-level segment, under item 2 (c) of the provisional agenda.

(*Signed*) Jose Alberto **Briz Gutiérrez**
Deputy Permanent Representative
Chargé d'affaires a.i.

* E/2010/1.

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Annex to the letter dated 5 May 2010 from the Chargé d'affaires a.i. of the Permanent Mission of Guatemala to the United Nations addressed to the President of the Economic and Social Council

Gender Equality and Empowerment of Women in the Context of the Implementation of the Millennium Development Goals

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I. Introduction

1. Guatemala is a country that can be described from various perspectives. Geographically, it has great biodiversity and natural riches, while at the same time it is highly vulnerable to being battered by multiple natural phenomena. It is also diverse and complex, with four peoples coexisting in its territory: Maya, Garífuna, Xinka and non-indigenous, interacting in 23 separate languages. Furthermore, as in the majority of Latin American countries, over the centuries Guatemala has attracted a broad range of immigrants coming from all over the world, who have made it their home and, for good or ill, have woven their own characteristics into the multicultural and profoundly diverse fabric of current society.

2. Politically, the country is in a post-conflict situation, with a young democracy established in 1985, when the first civilian government freely elected through the ballot box was inaugurated. Ten years later, in 1996, with the signing of the peace agreements, 36 years of internal armed conflict came to an end and a new chapter in the nation's history began. The peace agreements contain commitments basically intended to establish the rule of law in Guatemala, to build and strengthen democracy and the possibility of broad participation by the people in national affairs, but above all, to overcome the profound social exclusion and social, economic, cultural and political inequality that characterized the country for centuries, affecting women and the indigenous and rural populations most intensively.

3. The Millennium Development Goals (MDGs), adopted in 2000, substantially coincide with various themes and objectives contained in the peace agreements (table 1); in addition, they have the advantage of describing progress in development and monitoring of national efforts through targets and measurable indicators that are time-bound and can be compared with other countries.

Table 1
Thematic correspondence between the peace agreements and the Millennium Development Goals

	MDG						
Peace agreements	*1*	*2*	*3*	*4*	*5*	*6*	*7*
Agreement on the Identity and Rights of Indigenous Peoples		X	X				
Agreement on Socio-Economic Aspects and the Agrarian Situation	X	X	X		X	X	X
Agreement on the Resettlement of Population Groups Uprooted by the Armed Conflict			X				
Comprehensive Agreement on Human Rights			X				
Agreement on the Strengthening of Civilian Power and the Role of the Armed Forces in a Democratic Society		X	X				
Agreement on Constitutional Reforms and the Electoral Regime		X	X				
Agreement on the Basis for the Legal Integration of the URNG	X						X
Agreement on the Implementation, Compliance and Verification Timetable for the Peace Agreements	X	X	X	X	X		X

Source: SEGEPLAN, 2010.

4. From 1986 to the present, but in particular since the signing of the peace agreements, successive governments have undertaken a range of actions intended to implement those agreements and the Millennium Development Goals. Those actions have been documented in the reports that Guatemala has already presented to the international community (2001 and 2006) as well as the third country report that will be submitted in September 2010 to the United Nations General Assembly.

5. Nevertheless, it is recognized that in the case of Guatemala both the attainment of the Millennium Development Goals and the implementation of the peace agreements necessitate, above all, a commitment to reduce the inequality, the exclusion and the discrimination on the basis of geography, ethnicity or gender that persists. Given this scenario, in 2008 the Government of Guatemala offered to make a voluntary presentation to the United Nations Economic and Social Council on the progress that has been made in reducing gender inequalities and in achieving the Millennium Development Goals. The Government of President Álvaro Colom reiterates this offer and expresses its gratitude to the Council in advance for the possibility of sharing this voluntary presentation.

II. Status of women in Guatemala

6. As in other countries, the status, conditions and position of women in Guatemala are determined by social, political and economic factors and cultural models reflecting inequalities, inequities and hierarchies that are the result of an historical process which relates to patterns, norms and practices that have shaped the roles assigned to women and men in society and which has led to a situation that systematically disadvantages women.

7. In the case of Guatemala, phenomena of ethnic discrimination and geographical exclusion occur on top of and compound gender discrimination, resulting in wide-ranging and structural limitations on the enjoyment by women of civic rights and the realization of their potential. This context, which has been outlined above in only general terms, fully justifies an all-out effort to guarantee equal opportunity and reduce the gaps between the sexes and between women of different ethnic backgrounds. These goals are set forth primarily in the National Policy for the Advancement and Integrated Development of Women (2000-2023),[1] which is linked with other national and international instruments, such as the Beijing Declaration and Platform for Action and the Millennium Development Goals, as will be described in the second part of this document.

III. Situation of women and gender gaps in the context of the Millennium Development Goals

8. The data available for the last two decades (1990-2010) show that Guatemalan women have made some strides forward in spite of the adverse conditions which have prevailed and, in particular, the periods of crisis. This progress includes an increase in the number of women registered to vote, the number of women candidates for elected office, the number of women becoming involved in public

[1] The policy was formulated in 2000 and achievement of the targets of the Equal Opportunity Plan is projected for 2023.

life, and the number of indigenous and rural women taking part in the political process. Nonetheless, visible and invisible barriers persist to the participation of women on an equal footing in decision-making affecting their communities and country, a situation that constitutes a major impediment to the achievement of the Millennium Development Goals.

9. Table 2 illustrates how in the space of about two decades the status of women has evolved in relation to the Millennium Development Goals. As can be seen, there is a preponderance of indicators with the symbol "✓", signifying progress ranging from "slight" to "moderate" for the different disaggregated groups. Indicators with the "×" sign show a downward trend and, consequently, require greater attention, which does not imply that those for which positive results have been achieved will be ignored.

Table 2
Trends in selected indicators, Millennium Goals Situation of Women 1990-2010

Interpretation:
- ✓ Indicates an upward movement of more than 1% in an indicator.
- 0 Indicates a variation of between 0 and 1%.
- ✗ Indicates a downward movement of more than 1% in an indicator.
- n/a Indicates that no disaggregated data are available for this indicator.
- - Indicates that the data have not been disaggregated.

Millennium Development Goals and Targets	Indicators	All women	All men	Indigenous women	Non-indigenous women	Indigenous men
Goal 1: Eradicate extreme poverty and hunger						
Target 1B: Achieve full and productive employment and decent work for all, including women and young people	1.5 Employment-to-population ratio[a]	0	0	0	0	0
	1.6 Proportion of employed people living below $1 (PPP) per day[a]	✓	0	✓	0	✗
	1.7 Proportion of own-account and contributing family workers in total employment[a]	✗	0	✗	✗	✗
Target 1C: Halve the proportion of people who suffer from hunger	1.8 Prevalence of underweight children under-five years of age[b]	0	0	0	0	0
	1.9 Proportion of population below minimum level of dietary energy consumption[b]	✗	✗	n/a		
Goal 2: Achieve universal primary education						
Target 2A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	2.1 Net enrolment ratio in primary education[c]	✓	✓	n/a		
	2.2 Proportion of pupils starting grade 1 who reach last grade of primary[c]	✓	✓	✓	✓	✓
	2.3 Literacy rate of 15-24 year-olds, women and men[c]	n/a		✓	✓	✓
Goal 3: Promote gender equality and empower women						
Target 3A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	3.1 Ratios of girls to boys in primary, secondary and tertiary education[c]	✓	✓	✓	✓	✓
	3.2 Share of women in wage employment in the non-agricultural sector[c]	0	0	✗	0	0
	3.3 Proportion of seats held by women in national parliament[d]	0	-	✗	0	-
Goal 4: Reduce under-five child mortality						
Target 4A: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	4.1 Under-five mortality rate[b]	✓	✓	n/a		
	4.2 Infant mortality rate[b]	✓	✓	n/a		
	4.3 Proportion of 1 year-old children immunized against measles[e]	✓	✓	n/a		
Goal 5: Improve maternal health						
Target 5A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	5.1 Maternal mortality ratio[b]	✓	-	✓	✓	-
	5.2 Proportion of births attended by skilled health personnel[b]	✓	-	✓	✓	-
Target 5.B: Achieve, by 2015, universal access to reproductive health	5.3 Contraceptive prevalence rate[b]	✓	-	✓	✓	-
	5.4 Adolescent birth rate[b]	✓	-	✓	✓	-
	5.5 Antenatal care coverage (at least one visit and at least four visits)[b]	✓	-	✓	✓	-
Goal 6: Combat HIV/AIDS, malaria and other diseases						
Target 6A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	6.1 HIV prevalence among population aged 15-24 years[e]	✗	✗	n/a		

Source:
- [a] National Institute of Statistics. 2000 and 2006 National Surveys of Living Conditions.
- [b] Ministry of Public Health and Social Welfare. 2002 and 2008/2009 National Surveys of Maternal and Child Health
- [c] Ministry of Education. Education Information System, 2009.
- [d] Supreme Electoral Tribunal. Elections report, 2007.
- [e] Ministry of Public Health and Social Welfare. National Centre for Epidemiology.

Non-indigenous men	Total
0	0
0	✓
✓	×
0	0
	×
	✓
✓	✓
✓	✓
✓	✓
0	✓
-	0
	✓
	✓
	✓
-	✓
-	✓
-	✓
-	✓
-	✓
	×

10. Reading across table 2 from left to right, one can see the trends in achievement of the targets. In that connection, attention is drawn to the preponderance of "✓" for the indicators relating to the goals for education, the reduction of infant mortality and the improvement of maternal health.

11. The Goals which have the greatest number of indicators showing a negative trend (marked "×") are those relating to the eradication of hunger and poverty, employment, gender equality and the empowerment of women, and the prevalence of HIV/AIDS. For the Goals relating to hunger, poverty and gender, various indicators are marked "0", indicating the existence of areas where no meaningful progress has been made or which require special attention in order to avoid a deterioration in the situation.

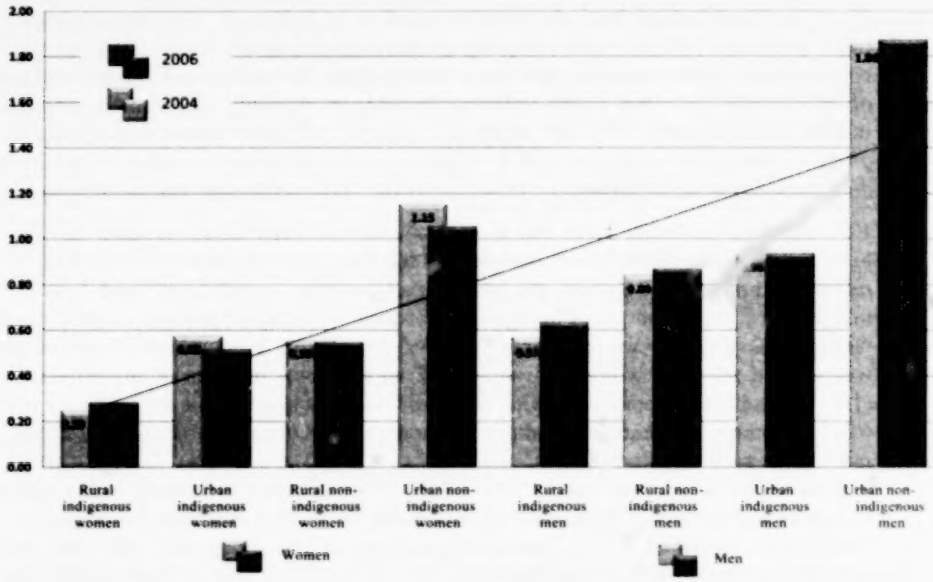
12. Reading the table from top to bottom, on the other hand, reveals the gaps between the sexes and between members of the same sex. The indicators marked "×" reflect comparisons between the sexes ("all women — all men) and between members of the same sex ("indigenous women — non-indigenous women" and "indigenous men — non-indigenous men"). As regards comparisons between all women and all men, women are worse off with respect to three of the indicators (1.7, 1.9 and 6.1) as compared with two indicators marked "×" for the men (1.9 and 6.1). A comparison between indigenous and non-indigenous women shows three indicators with negative trends, marked "×" (1.7, 3.2 and 3.3) for the former, whereas there is only one for the latter (1.7). There is also a difference with respect to downward trends for men, with worse results for indigenous men, for whom two indicators are marked "×" (1.7 and 1.6), whereas for non-indigenous men only one indicator of this kind (1.7) was reported.

13. In the light of the foregoing, the indicator that is negative across the board for the different groups is 1.7, which relates to the proportion of own-account and contributing family workers in total employment. This suggests that not only is the availability of decent work limited, but also that people are forced to seek their own alternative forms of work in the informal sector, given the absence of social welfare programmes. The other indicators showing unsatisfactory improvement ("×") relate to dietary consumption (1.9), gender equality (3.2 and 3.3) and HIV/AIDS prevalence (6.1). The indicators showing a positive trend ("✓") fall for the most part under the goals of education and improvement of maternal health.

14. It should be emphasized that the improvements in the indicators relating to female education stand in stark contrast to the meagre progress in political participation and employment. In other words, in spite of the definite strides that have been made with respect to the education and health of girls and women, there have still been no appreciable improvements in their status in society, especially where indigenous women and women living in rural areas are concerned. This may be attributed to the fact that, both in the economic sphere and in respect of political participation, hierarchical power structures persist, limiting the full inclusion of women on an equal footing in decision-making.

15. On the other hand, it is important to note that gender inequalities do not stand in isolation in terms of their impact. Rather, by combining with other forms of inequality — in particular, those that exist between urban and rural areas and between ethnic groups — they exacerbate the disadvantages for certain population groups (see figure 1).

Figure 1
Income-to-population ratio. Employed persons between the ages of 15 and 65 by sex and ethnic affiliation



Source:
2004 ENEI.
2006 ENCOVI.

16. On the bottom rung of the income ladder in relation to the size of the population represented are indigenous women living in rural areas. In other words, the fact of living in a rural area and ethnicity compound gender inequalities. This is clear when one observes that, after non-indigenous men living in urban areas, non-indigenous women living in urban areas have the highest incomes.

17. An added consideration is the wage gap between genders, which continues to be wide in Guatemala. For every quetzal (unit of national currency) earned by a man, a woman will earn 63 centavos in urban areas and 69 centavos in rural areas, that is, 37 or 31 centavos less than a man, depending on place of residence.

18. Looking specifically at certain targets and indicators, significant gaps are also apparent. For example, in connection with Target 1.B, "Achieve full and productive employment and decent work for all, including women and young people", the employment-to-population ratio indicator shows that under half of working-age women (41.19 per cent) are employed, compared with over three quarters of working-age men (76.52 per cent).[2] It should be noted that this figure does not take account of the quality of employment.

19. Guatemala is making progress towards Target 2.A, "Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of

[2] INE-ENCOVI, 2006.

primary schooling", both overall and among boys and girls considered individually. The same trend is apparent with the target relating to child mortality (Target 4.A).

20. With regard to Goal 5: Improve maternal health, there has been an improvement in some indicators, particularly the proportion of births attended by skilled health personnel, the contraceptive prevalence rate and antenatal care coverage and the targets set may be achieved if the necessary action is taken. However, according to National Maternal and Child Health Surveys (ENSMI), the number of births attended by health personnel varies significantly between indigenous women (30 per cent) and non-indigenous women (70 per cent), as does the use of contraceptives, at 40.2 per cent for indigenous women and 63 per cent for non-indigenous women.[3]

21. A particular concern for the country is the growth in cases of HIV/AIDS in the 15-24 age group according to 2008 figures, and the significant differential between men and women in terms of prevalence, with 15 per 100,000 for men and 20 per 100,000 for women.[4]

IV. Achievement of the Millennium Development Goals in relation to the position of women in society

22. This chapter dwells on the status of women in society, in other words, their position in the social hierarchy and the power structure. The distinguishing features of this status in Guatemala include the social problem of violence against women and women's participation in politics.

1. Violence against women

23. No analysis of gender equality and the empowerment of women would be complete without an examination of violence, which affects women's lives, opportunities for development and economic, social, political and physical independence. Violence against women is connected with discrimination and restriction of women's right to life, equality before the law and in the family, physical and mental health, fair and proper conditions of employment, non-exposure to torture and other cruel, inhuman or degrading punishment and freedom and personal safety.[5]

24. Violence takes a number of forms, from harassment, prolonged abuse, psychological pressure and physical and sexual violence to the extreme of femicide.[6] The modern manifestation of violence against women in Guatemala is a product of social indifference, a limited institutional response capacity and the effects of almost four decades of internal armed conflict.

[3] ENSMI, 1995, 2002 and 2008/2009.

[4] National Epidemiological Centre, Ministry of Public Health and Social Welfare.

[5] Economic Commission for Latin America and the Caribbean (2009). Ni una más. Del dicho al hecho: ¿cuánto falta por recorrer? Chile.

[6] Aguilar, Ana Leticia (2005). Femicidio ... la pena capital por ser mujer. En: Diálogo no. 44. FLACSO-Guatemala.

25. Available figures for 2001 to 2009 indicate a total of 4,602 cases of women meeting violent deaths (222 in 2001 to 720 in 2009).[7] Most of the cases are concentrated in and around the capital and in population centres where most of the inhabitants are non-indigenous (the south, south-east and north of the country).

2. Women and decision-making

26. The status of women cannot be explained without reference to their involvement in making the decisions that affect society. Women's opinion is important, whether within the family or in the public sphere. However, for many reasons, women continue to have little opportunity to take part or to achieve decision-making positions.

27. In the case of Guatemala, figures relating to political participation do not take account of the many ways in which women are involved in various forums. For example, the Congress of the Republic has seen a very gradual rise from 7 per cent in the period 1986-1990 to 12 per cent in 2008. The percentage of women in local government is also very small. As an example, in the most recent general election (2007), women's representation was 1.8 per cent in municipal councils (333 in total) and 5.84 per cent in municipal corporations (4,035 in total).

28. The above notwithstanding, one encouraging statistic is the opportunity presented by the reform of the National System of Urban and Rural Development Councils.[8] In 2009, there were 190 women (53 indigenous women) and 861 men serving on the Departmental Development Councils (CODEDE).[9] Although these forums have encouraged more organization and involvement of women from rural areas at the various levels of the System, efforts so far fall short of guaranteeing gender equity and the achievement of the Millennium Development Goals.

V. Legislation, policies and programmes addressing gender equality and the empowerment of women

29. In the recent past, the country had seen a number of phases in the handling of women's rights. In the 1960s and 1970s, the view was predominantly one of women as "beneficiaries" of development, and as such, invisible as citizens and even more invisible as targets of a policy. They were simply seen as the recipients of aid projects. In the 1980s, these concepts were altered, and women came to be seen as citizens with rights. This phase coincided with the process of transition to democracy that Guatemala underwent in the middle of that decade. It also coincided with what was happening at the international level, evident in instruments such as the Convention on the Elimination of All Forms of Discrimination against Women and the Convention of Belém do Pará (both signed and ratified by Guatemala), the

[7] National Civil Police, in basic principles for the formulation of a strategy to counter femicide in Guatemala. Commission on Femicide, Guatemala City, December 2007 and National Civil Police, directorate for planning, strategy and institutional development, for figures for 2008 and 2009.

[8] The System is in fact subject to a series of three Acts seeking to promote citizens' involvement, social auditing and community organization. They are the Municipal Code (Decree No. 11-2002), the Decentralization Act (Decree No. 14-2002) and the Urban and Rural Development Councils Act (Decree No. 12-2002).

[9] SEGEPLAN, Departmental Delegations Unit, 2010.

United Nations International Conference on Population and Development (1994) and the successive World Conferences on Women, particularly the Beijing Declaration and Platform for Action (1995).

30. The milestones in the response of Guatemala to women's demands for greater gender equity are listed below:

I. Advances in legislation and institution-building

31. The first milestone to mention is the establishment in 1981 of the National Office for Women's Affairs, attached to the Ministry of Labour and Social Security. The 1990s brought the establishment of other institutions including the Office for the Defence of Women's Rights in the Office of the Human Rights Procurator (1994), the Office for the Defence of Indigenous Women's Rights (1999), the Presidential Secretariat for Women (2000) and the National Coordinating Office for the Prevention of Domestic Violence and Violence against Women (2000).

32. In the context of the peace process,[10] opportunities opened up to stimulate the modern women's movement in Guatemala. Until that time, women's organizations had been concentrated in the capital city and led by non-indigenous women, many of them professionals. With the signing of the peace agreements, the National Women's Forum was established (1997). Its structure incorporated representation for women of all language communities, helping to promote organization at community, municipal, departmental and rural levels, widening the agenda of gender-related demands on a basis of diversity of ethnicity, culture and other life experiences.

33. In the second half of the 1990s, women formed organized alliances with the Congress of the Republic, culminating in legislation which forms a normative framework, although still an inadequate one, for the tackling of key social problems such as violence against women, women's sexual and reproductive rights, involvement of the citizen and the elimination of racism and discrimination (see table 3).

Table 3

Chronological list of laws and policies for the advancement of women, 1982-2008

Date	Proposals, laws, policies
1982	Approval of the Convention on the Elimination of All Forms of Discrimination against Women
1985	Inclusion of the principle of freedom and gender equality in the Constitution of the Republic (art. 4)
1994	Approval of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women
1996	Women's agenda included in the Peace Agreements, mainly in the Agreement on Socioeconomic Aspects and the Agrarian Situation and the Strengthening of Civil Society[a]

[10] The peace agreements, particularly the Agreement on Identity and Rights of Indigenous Peoples and the Agreement on Social and Economic Aspects and the Agrarian Situation, contain a substantial agenda advocating women's social, economic, cultural and political rights.

Date	*Proposals/laws/policies*
1999	Act on the Dignity and Integral Advancement of Women, together with amendments to the Civil Code[b]
2000	Policy for the Advancement and Development of Women and Equal Opportunities Plan 2001-2006, an instrument which brings together a decade of inputs from women's organizations and State bodies[c]
2001	Ratification of the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (Legislative Decree No. 11-2002 of 19 May 2002) and approval of the Social Development Act (Decree No. 42-2001)
2002	Development Councils Act, Decree 11-2002. Municipal Code (Decree No. 12-2002) and Decentralization Act (Decree No. 14-2202) which provides for the representation of women at municipal, departmental, regional and national levels
2002	Plan of Action for the Full Participation of Guatemalan Women 2002-2012. Drawn up by the National Women's Forum and SEPREM
2003	National Languages Act. This Act gives monolingual rural women access to justice in their own language (Decree No. 19-2003)
2003	Act on the Comprehensive Protection of Children and Adolescents. This provides protection against illegal trafficking, abduction, sale and trade in children and adolescents (Decree No. 27-2003)
2004	National Plan for the Prevention and Eradication of Domestic Violence and Violence against Women — PLANOVI 2004-2014 (CONNAPREVI)
2005	Act on Universal and Equitable Access to Family Planning Services and Their Integration in the National Reproductive Health Programme (Decree No. 87-2005)
2005	Peace Agreements Framework Act (Decree No. 52-2005), which provides for the representation of women in the National Council for the Peace Agreements
2008	Policy for Gender Equity in Higher Education — IUMUSAC/USAC
2008	Act against Femicide and Other Forms of Violence against Women
	Act against Sexual Violence, Exploitation and Trafficking in Persons
2009	Regulations for the Implementation of the Act on Universal and Equitable Access to Family Planning Services

Source: Compiled on the basis of data from SEGEPLAN, 2010.

[a] Although not binding, the peace agreements were a milestone in crafting and building a consensus around proposals in support of women, whereby the State guarantees their rights and promotes conditions conducive to their development.

[b] For example, the change in representation of married couples who, since 1992, can be represented by either spouse and not just the man. Mention should also be made of legislative initiatives on such topics as ethnic discrimination, prohibition of compulsory military service and sexual harassment.

[c] The proposal by the National Office for Women's Affairs (ONAM) (1990) and inputs from the work done by the First Lady's Social Work Secretariat (SOSEP), ONAM and an Advisory Council (1997-1998), proposals by the National Women's Forum in the areas of economic and social development, legal affairs, civil and political participation by women, the consultation of thousands of women throughout the country by the National Women's Forum and other women's organizations following the signing of the Peace Agreements.

34. One of the reasons why women, despite achieving higher levels of education and greater access to services in the past few decades, have still not managed to change their status and participation in society substantially, lies in the fact that the legislative reforms that would open up the political arena to women, at both local and national levels, have yet to be approved. These include reforms of the Elections and Political Parties Act advocated by women's organizations since 1997, which seek to institutionalize affirmative action to promote greater participation of women in elective office.

2. *Advances in public policies for the promotion of women's rights*

35. As has been noted, the implementation of policies for the advancement of Guatemalan women has in the past two decades been linked to a number of converging factors, namely: the actions developed by organized groups of women, increased democratization, the signing of the Peace Agreements and advances at the international level embodied in specific instruments. These synergies have underpinned a basic platform of State-led action designed to improve the situation, status and position of Guatemalan women.

36. The most significant advance is the National Policy for the Advancement and Integral Development of Guatemalan Women and the Equal Opportunities Plan 2001-2006, framed between 1997 and 2000, evaluated in 2007 and updated to remain in effect until 2023. It sets out the positions expressed in the course of the consultation conducted by the National Women's Forum (1997), other women's social organizations and governmental bodies like the National Office for Women's Affairs.

37. A further significant advance in this Policy was the incorporation of the Coordinated Agenda for Maya, Garífuna and Xinka Women (2007), which resulted, in particular, in the explicit mainstreaming of topics relating to cultural identity and ethnic and racial discrimination, which had long been cast aside. In its current version (2010), the Policy provides for 12 lines of strategic action, which in several ways tie in exactly with the Millennium Development Goals (see table 4).

38. In addition, the Policy harmonizes, coordinates and gives concrete expression to the content of the Act on Dignity and Integral Advancement of Women in the light of the principles and areas of concern set out in the Beijing Declaration and Platform for Action, to which the State is already committed. This is a new development with features that make it stand out as a genuine State policy which has stood the test of time through various government administrations as a permanent link with women's social organizations.

Table 4

Links between the National Policy for the Advancement and Integral Development of Women and the Millennium Development Goals

Pillars of the National Policy for the Advancement and Integral Development of Women	*MDG*							
	1	*2*	*3*	*4*	*5*	*6*	*7*	*8*
Economic development	X		X					
Natural resources							X	
Educational equity		X	X					
Health equity				X	X	X		
Eradication of violence against women			X					

Pillars of the National Policy for the Advancement and Integral Development of Women	*MDG*							
	1	*2*	*3*	*4*	*5*	*6*	*7*	*8*
Legal equity			X					
Racism and discrimination			X					
Cultural development		X	X					
Equity in employment	X	X	X					
Institutional mechanisms			X					X
Socio-political participation			X					
Cultural identity of Maya, Garífuna and Xinka women		X	X					

Source: Based on data from SEPREM National Policy for the Advancement and Integral Development of Women, 2008-2023, and official list of MDGs.

39. Moreover, it should be mentioned that, in the cross-cutting and sectoral public policy agenda developed over the past decade, some 50 per cent (22 out of 44) of policies explicitly include guidelines and actions to promote gender and ethnic equality, in keeping with the women's rights framework.

Table 5
Cross-cutting and sectoral policies that include guidelines on gender and ethnic equity

	Policies in force	*No*
Cross-cutting	National Policy for the Advancement and Integral Development of Women 2008-2023	9
	Public Policy for Coexistence and Elimination of Racism and Discrimination	
	Public Policy for the Comprehensive Protection of Children and Adolescents	
	National Policy for Comprehensive Rural Development	
	National Decentralization Policy	
	National Food and Nutritional Security Policy	
	National Human Rights Education Policy	
	National Human Rights Policy	
	Social Development and Population Policy	
Sectoral	National Policy for the Development of Micro, Small and Medium-sized Enterprises	13
	Policy and Plan for Gender Equity in Higher Education 2006-2014	
	Policy for the Protection, Assistance and Care of the Guatemalan Community Living Abroad	
	Agricultural Policy 2008-2012	
	National Forestry Policy	
	Education Policies 2008-2012	
	Public Policy against Trafficking in Persons and Comprehensive Protection of Victims	

Policies in force	*No.*
National Policy against Addiction and Illicit Trafficking in Drugs	
Environmental Management Framework Policy	
National Integrated Water Management Policy	
National Cultural and Sports Policies	
National Intangible Heritage Policy	
Public Book, Reading, Writing and Library Policies	
Total	**22**

Source: Based on data from SEGEPLAB, 2010.

40. The convergence of various factors, including the National Policy for the Promotion and Integral Development of Women (PNPDIM), a set of related cross-cutting and transversal policies and the programmes under way, offers an opportunity to lay the foundations for the institutionalization of actions to promote the integral development of women. Further impetus is provided by the agenda set by the Millennium Development Goals and by current developments in State management through or on the basis of the public policies of the administration of President Álvaro Colom.

3. *Advances in the implementation of development programmes for women*

41. The establishment of a framework of institutional mechanisms and public policies for women goes hand in hand with the development of plans, programmes and projects calculated to create conditions for reducing the gaps between men and women, and among women in respect of health, education, participation and the right to a life free of violence.

Table 6
Programmes linked to implementation of PNPDIM and MDGs, 2000-2010

PNPDIM pillars	*MDG*	*Programmes linked to the implementation of the Policy and the MDGs*
Equitable Economic and Productive Development	1	National Emergency and Economic Recovery Programme-PNERE Prorural
		National Programme for Micro, Small and Medium-sized Enterprise Development
		"My Community Produces"
		Programme of support for productive and agricultural restructuring
		"My Family Progresses"
Natural resources, Land and Housing	7	Programme on Water as a Source of Peace
		Programme on Drinking Water and Rural Sanitation — PASRURAL
		National Disaster Prevention and Mitigation Programme
		Programme for the Reduction of Environmental Vulnerability and Degradation

PNPDIM pillars	*MDG*	*Programmes linked to the implementation of the Policy and the MDGs*
		Convention on Biological Diversity Protected Areas Work Plan — National Implementation Support Partnership (NISP)
Culturally relevant educational equity	2, 3	"My Family Progresses" Programme
		Accelerated Primary Education Programme (PEAC)
		Education Centres for Development Programme (NUFED)
		Solidarity Scholarships Programme
		Open Schools Programme
		Programme for the Universalization of Multicultural and Intercultural Bilingual Education in the National Education System
Equity in the development of culturally relevant comprehensive health care	4, 5, 6	"My Family Progresses" Programme
		National Reproductive Health Programme (PNSR)
		National STD/HIV/AIDS Programme (PNS)
		AIDS and Drug Addiction Prevention Programme (MINEDUC)
		Programme for Accessibility to Medicine
		National Vectors Programme, Malaria Subprogramme
		National Tuberculosis Programme
		National Programme to Reduce Chronic Malnutrition
		Programme on Acute Respiratory Diseases (IRAS) and
		Water-borne and Food-borne Diseases (ETAS)
		National Programme to Reduce Maternal and Neonatal Mortality
		National Immunization Programme
		Community Day-care Centre Programme
Eradication of violence against women	3, 5	Programme for the Prevention and Eradication of Domestic Violence (PROPEVI)
		Programme for the Protection and Shelter of Children and Adolescents
		Programme of Integral Day Care Centres for Women Survivors of Violence (CAIMUS)
Equity and identity in cultural development	2, 3	Open Schools Programme
Equity in employment		National Emergency and Economic Recovery Programme
	1, 2, 3	Prorural Programme
		"My Community Produces"
Cultural identity of Maya, Garifuna and Xinka women	3	Open Schools Programme

Source: National Policy for the Advancement and Integral Development of Women 2008-2023, Official List of Millennium Development Goals, 2008.

42. It should be noted that not all the programmes listed in table 6 necessarily provide for actions explicitly oriented towards gender and ethnic equity. However, the nature of the measures they propose and the focus of programmes on areas inhabited predominantly by poor and extremely poor indigenous people implicitly contribute to higher levels of equity and active involvement by women, either as target groups or as direct agents of actions designed for more extensive population groups. This is more clearly demonstrated by social expenditure for 2006-2009 in areas with a highly predominant (between 75 and 97 per cent) and moderately predominant (between 58 and 65 per cent) indigenous population, where social expenditure on health and education increased by 26.2 per cent and 27.9 per cent respectively.[11]

4. State intervention

43. Since the signing of the Peace Agreements, the efforts of the State of Guatemala have been directed towards reducing poverty, food security, educational coverage and reducing maternal and infantile mortality. Progress has been slow, however, for a number of reasons, namely: institutional weakness of the State; excessively low tax revenue, which averaged 11.3 per cent over the past 10 years (2000-2009) and 10.4 per cent in 2009.[12] This is due in part to a traditional reluctance of the wealthiest sectors of society to provide more resources for the country's development, insufficient transparency in public management, and a lack of focus in programmes and actions.

44. Under poverty reduction strategies,[13] various Government offices have carried out production programmes and projects designed to provide an income to women, particularly those living in extreme poverty in rural areas, in order to give an economic stimulus both to them and to their communities. In this vein, in the Government of President Álvaro Colom, the Council for Social Cohesion promotes sector and programme coordination on the basis of local needs, giving priority to municipalities with the highest rates of poverty and extreme poverty. The main programmes in terms of geographical coverage and target population are: "My Family Progresses", Open Schools, Solidarity Exchange, "My Community Produces" and Solidarity Scholarships. These programmes underpin a process of institutionalization of a State-led policy of social protection which is increasingly taking on a more universal character.

45. The review of important findings in the 2006 Millennium Development Goals progress report is another noteworthy development underlying the implementation of these programmes by President Colom's administration. The progress report also identified cost-effective policy measures, on the basis of which several of the programmes of the Council for Social Cohesion are designed.

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[11] SEGEPLAN, internal working paper, 2010.

[12] Net tax revenue of central Government according to the Tax Administration.

[13] More recently updated data on poverty and gender were not available for this document, but fresh country data on poverty are currently being compiled.

Table 7
Linkage between cost-effective public policy measures and programmes that contribute to the progress of the Millennium Development Goals

*Cost-effective public policies**	*Programmes implemented*
Children under the age of 5 with access to **GROWTH MONITORING**	"My Family Progresses" conditional cash transfer programme/Ministry of Public Health and Social Assistance
Pregnant women with access to **PRENATAL CARE**	"My Family Progresses" conditional cash transfer programme/Ministry of Public Health and Social Assistance
Mothers who have given birth with access to **POST-NATAL CARE**	"My Family Progresses" conditional cash transfer programme/Ministry of Public Health and Social Assistance
Rural (urban) households with well or tap (access to **PUBLIC WATER SUPPLY**)	"Water as a Source of Peace" programme
Rural (urban) households with **LATRINE** (access to wastepipe)	"Water as a Source of Peace" programme
Access to **HEALTH-CARE SERVICES**, clinics, health-care centres and hospitals	Specific measures adopted by the Ministry of Public Health and Social Assistance (Provision of services free of charge, provision of ambulances, 24-hour care)
Access to **SCHOOLS** (urban/rural)	Specific measures adopted by the Ministry of Education (Provision of services free of charge)
Primary school students receiving **ACADEMIC INCENTIVES**	Specific measures adopted by the Ministry of Education (loans, grants, scholarships)
Parents' educational level (+**parental illiteracy-children's education**)	National Literacy Council
Mothers who have given birth with access to the **BREASTFEEDING** programme	"My Family Progresses" conditional cash transfer programme/Ministry of Public Health and Social Assistance
Households with **ELECTRICITY**	Infrastructure improvements, Council for Social Cohesion

* Second Progress Report, MDGs 2006. Presidential Secretariat for Planning (SEGEPLAN).
Source: Drafted using information provided by the Council for Social Cohesion.

46. By virtue of its provision of conditional cash transfers, the "Mi Familia Progresa (My Family Progresses)" programme is the first of its kind to be

implemented in the country. Formally launched in April 2008, it is currently being administered in a total of 177 municipalities, reaching approximately 2.5 million people, 1.5 million of which are children from 0 to 15 years of age.[14] During the period 2008-2009, just over 1 billion quetzales has been invested in conditional cash transfers, which provide support for people living in poverty, particularly women, and constitute an investment in the health and education of children of both genders. It is worth noting that this programme is directly linked to the policy of free public health and education, and it has delivered positive results to date, as demonstrated by several maternal and child health and education indicators contained in the trend analysis of the Goals. The continuity and institutionalization of this kind of programme within a State social protection policy would improve the country's chances of attaining the Millennium Development Goals.

47. "Mi Comunidad Produce (My Community Produces)" is a related programme that complements the conditional transfer system by extending credits for productive activity to families in priority municipalities, mainly targeting rural women. In 2009 the programme provided 70,832 people with technical assistance to pursue productive activity and facilitated access to financing arrangements for 32,610 people, for a total amount of 100 million quetzales.

48. In addition, such programmes as the National Economic Emergency and Rehabilitation Programme and the Programme for Rural Economic Development have been designed to promote productivity and job creation, of particular importance given the repercussions of the global financial crisis. Their purpose is to enhance rural and indigenous participation in the national economy, one of their main criteria being that 80 per cent of beneficiaries must be indigenous. These programmes are also promoting women's participation by sponsoring productive projects, granting access to credits and providing technical assistance.

49. In order to address the specific demands regarding prevention of domestic violence and violence against women and treatment of the effects of such violence, the National Coordinating Office for the Prevention of Domestic Violence and Violence against Women (CONAPREVI) is implementing the National Plan for the Prevention of Domestic Violence and Violence against Women (PLANOVI) and establishing comprehensive care centres for female survivors of violence (CAIMUS), as stipulated by the Act against Femicide and Other Forms of Violence against Women. Similarly, the First Lady's Social Work Secretariat coordinates the Programme for the Prevention and Eradication of Domestic Violence (PROPEVI), which promotes a comprehensive, joint State-civil society approach to combating domestic violence that encompasses prevention, early detection, eradication and provision of care to family members.

50. Other programmes specifically targeting women include the National Reproductive Health Programme and the National Programme for the Prevention and Management of Sexually Transmitted Diseases (STDs) and HIV/AIDS. The first provides prenatal and post-natal screening, family planning, detection of cervico-uterine cancer, care for safe delivery and referral of complicated pregnancies and deliveries. The second programme handles the detection of STDs and HIV,[15]

[14] "Mi Familia Progresa" website — http://www.mifamiliaprogresa.gob.gt accessed in May 2010.

[15] Chanquin, Victoria et al. *Salud sexual y reproductiva ¿Qué deseo? ¿Qué decido? Un análisis del modelo de atención de salud en Guatemala*. Guatemala, Medicus Mundi/REDNOVI, 2009.

especially in pregnant women, in order to assess the risk of mother-to-child transmission.

VI. Lessons learned

Alliances between women's organizations and public institutions: a permanent, rather than sporadic presence

51. Over the past two decades, significant, though still insufficient, progress has been made in promoting State-initiated measures to guarantee women's rights and empower them as citizens. The strategy of proposing alliances between organized women's groups and institutions for women within the executive, legislative and judicial branches of Government has been a contributing factor. Such alliances have resulted in the development of human rights-based agendas that articulate the needs and interests of local communities and of women hailing from the diverse range of peoples that make up Guatemalan society. These agendas, expressed by the female political actors themselves, provide a guiding framework for bolstering democracy and transforming the rationale behind public administration.

52. Another important achievement has been the identification of mechanisms that enable women's organizations to participate in State decision-making forums, such as the Presidential Secretariat for Women (SEPREM), the Office for the Defence of Indigenous Women's Rights (DEMI) and the National Coordinating Office for the Prevention of Domestic Violence and Violence against Women (CONAPREVI) within the National System of Urban and Rural Development Councils, municipal women's offices and bureaux that deal with specific issues.

Alliances between women and other marginalized groups

53. The inroads made by women, along with other actors such as indigenous peoples, have led to innovations in the public sphere, in the form of a new vision and new institutional models that address the demands of marginalized groups that have long gone unheeded. Those innovations include the establishment of such bodies as the Office for the Defence of Indigenous Women's Rights, the Presidential Secretariat for Women and the National Coordinating Office for the Prevention of Domestic Violence and Violence against Women. Similarly, women's emergence has entailed the implementation of rational and systematic planning and social investment models and systems that favour transparency, accountability and social auditing.

State-initiated action benefiting women creates new opportunities for participation

54. The many programmes implemented have facilitated women's efforts to organize in their communities, in line, first and foremost, with an approach aimed at meeting basic needs. However, these programmes have also contributed to a growing movement towards personal and collective empowerment that, if fully promoted, will eventually lead to greater social and political participation for women. At present, female participation at the community level has already increased and serves as a platform for networking with municipal and departmental governments as well as with other social, political and economic organizations. This improvement is an indicator of women's exercise of the right to participation, which leads to the forging of social agendas on development; the management of

community development projects; political dialogue with local, departmental, national and international actors; and the promotion of important changes to State services. For instance, the issuance of an identity document to female beneficiaries of the "My Family Progresses" programme has a concrete positive impact, both in terms of the practical use of the document, which allows women to access conditional transfers within the banking system, and in terms of its strategic value, as possession of the identity document can afford women more options for the exercise of their fundamental civil and political rights. The inclusion of more actors in the process of addressing women's needs and interests, particularly those of the most marginalized women, serves as an important lesson for the country.

Institutionalization of female representation in local governments and territories

55. Female representation in local governments has increased significantly in the past decade, owing to a legal framework, the establishment of specific institutions in the territories (women's commissions and municipal offices) and the support of international cooperation programmes. Synergy among those factors presents an opportunity for the promotion of women's policies, the provision of services and training, programme management, local political participation or influence on opportunities for participation.

Cumulative learning process in the area of public policy

56. Many of the programmes that are currently being implemented for the achievement of the Millennium Development Goals stem from explicit recommendations made in the previous progress report (2006). This is in addition to experience gathered, along with national and international guidelines for the formulation of policies, programmes and legislation for the promotion of gender equity. They are also derived from the ongoing implementation of State policies in the areas of health and education, which now include better indicators for women. All these factors reflect favourably on Guatemala's potential to learn, maintain over time, and put the development agenda on the right path, even though that path is still fraught with challenges and obstacles.

VII. Challenges for the country

57. The persistence of indicators which show that women are still in an unfavourable situation makes it necessary to identify the challenges faced in promoting gender equality and empowerment of women, particularly those who face multiple disadvantages owing to conditions of poverty and exclusion.

58. It should be acknowledged that, while Guatemala is generally moving in the right direction towards achieving the Millennium Development Goals and gender equity, the pace of progress is extremely slow, given the scope of the challenges still confronting the country. Nonetheless, although the official country report (2010) is still being prepared, the preliminary analyses show that it will be difficult for Guatemala to achieve on time many of the goals set for 2015.

59. As was indicated in the 2006 report, for Guatemala to accelerate the pace of implementation, it will be key to find the right combination of three elements: (a) policies that promote accelerated and inclusive economic growth; (b) a better pattern of wealth distribution among the population, which reduces the marked

historical inequities and exclusions between urban and rural areas, ethnic groups, and men and women; and (c) accelerated pursuit and expansion of policies aimed at (i) universal provision of basic services; (ii) universal social protection; (iii) empowerment of women; and (iv) combating racism and discrimination.

60. Although the current administration is committed to achieving the Millennium Development Goals and has been aggressively implementing social protection strategies in territories with the highest poverty or extreme poverty, the adverse economic climate of the past few years, combined with the historical reluctance to increase the country's tax burden, are limiting considerably the State's ability to take action to promote development. This constitutes — presently and for the next five years — the principal challenge to be overcome in the effort to achieve the Millennium Development Goals.

61. However, another challenge which Guatemala faces is the technical and political consolidation needed for a more efficient and effective management of development. This entails having, in particular, national systems for policy and programme monitoring and evaluation. This process also contributes to transparency through the accountability exercise.

62. Yet another challenge in guaranteeing gender equality in the achievement of the Millennium Development Goals is to give priority to those areas of action of public policies and programmes that address and transform the position of women in society through their effective empowerment. These include policies and programmes that address sexual and reproductive health and violence against women; promote freedom and economic independence of women; and eliminate the exclusion of women from areas of knowledge creation.

63. For the State, effective management of public policy brings with it the challenge of strengthening the planning system at both territorial and sectoral levels; and consolidating inter-institutional coordination mechanisms responsible for planning in order to guarantee coherence between policies and public spending. It also means continuing the efforts of alignment, harmonization and appropriation in the area of international cooperation in order to fulfil the commitments set forth in the country's policy agenda, particularly in the critical areas of concern contained in the National Policy for the Advancement and Integral Development of Women.

64. The last challenge is to mainstream women's rights into the public policy agenda, the legal framework and access to justice, the institutional framework, the organizational culture and administrative practices, to ensure that the State's response to gender inequities is comprehensive, coherent, pluralistic and sustainable.

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